the labour gazette

march 1976

ing Grace"
PE's new president

the labour gazette

a national journal of labour affairs devoted to a better work environment

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NEWS BRIEFS

PEOPLE

Edwards to step down

Claude Edwards has announced he will not seek re-election as president of the Public Service Alliance of Canada at its convention this Spring. Edwards, 59, has been president since the PSAC was founded in 1966, and had been active in public service staff associations since he left the Royal Canadian Air Force to join the staff of the Department of Veterans Affairs in 1945.

Two vice-presidents of the Alliance, William Doherty and Andy Stewart, have announced they will seek the presidency.

Photo Features

Claude Edwards

MANAGEMENT

Executive obsolescence

"Executive obsolescence" is a fast-growing by-product of the post-industrial society, according to James W. Westcott, writing in *The Financial Post*.

Westcott, an industrial psychologist specializing in psychological assessment and associated counselling, as well as in executive recruitment, says three factors generally account for managerial obsolescence: economic pressure, inability to adjust to change, and poor management.

Obsolescence because of poor management, he argues, is often attributable to lack of corporate planning, inadequate hiring procedures and "antiquated" personnel practices. Lack of adaptability or failure to grow with the job is not always the exclusive fault of the individual: "Some companies actively discourage pursuit of learning opportunities, for fear of enhancing their managers' salary expectations or their value on the job market." Meanwhile, the current profit squeeze is forcing many companies to decide they don't need all the managers they have.

Westcott says management obsolescence "is more susceptible to prevention than to cure. Since the problem normally occurs when the growth of the individual and the growth of the company are out of step, it follows that management should know where it is going, what jobs need doing, and what kinds of qualifications are required (before either recruiting or promoting people to responsible positions)."

Westcott adds: "If the job is likely to change or expand, the company should use psychological testing to determine the candidate's growth potential and adaptability. Past accomplishments are at best only a partial clue to a manager's future performance."

When a company is faced with the fact that a manager, after years of service, has ceased to function as an effective member of the organization, Westcott says it should either change the person, by training; change the job, by re-structuring it so that he is in charge only of those parts he can handle; or change the environment, by reassigning the manager to a position he can handle.

But he warns against "more devious" methods practised by some employers, including leaving an obsolete manager his title but not his responsibilities; kicking the obsolete manager "upstairs;" or pressuring him to resign by putting impossible demands on him or depriving him of necessary resources. Such methods are "humiliating to the individual, expensive to the company and demoralizing to the entire staff. A clear-cut dismissal would be better for everybody concerned."

"Keeping men or women in jobs for which they are unqualified or where they are unhappy is false kindness," Westcott contends. "It undermines people's self-respect, and allows any skills and abilities they do have to degenerate through disuse. Far from protecting an individual, all

it may achieve is to postpone the day when something finally snaps and he resigns or is fired — an older, less competent and far less desirable candidate for alternative employment than he would have been five years ago."

STRIKES AND LOCKOUTS

Comparisons invalid

International comparisons of the effects of strikes and lockouts have little validity according to a study by the Organization for Economic Co-operation and Development.

There are just too many differences in the way the statistics are gathered and reported in different countries.

The study is of particular interest to Canadians because International Labour Organization statistics have been cited by some politicians to indicate that Canada's strike record compares unfavourably with that of other industrial countries. The OECD findings appear to support the contention of Russ Bell, research director of the Canadian Labour Congress, that there are too many ambiguities in the available data for any firm comparisons to be made.

The study by Malcom Fisher, entitled *Measurement of Labour Disputes and Their Economic Effects,* examines the basis on which statistics of industrial disputes are collected in the 24 OECD countries.

"Even the most cursory study of definitions used by the various countries reveals the wide variations in practice which will tend to impede inter-country comparisons," Fisher concludes.

The countries vary in the minimum amount of time a work stoppage must last in order to be recorded. In Finland it is two hours, in the U.S., a shift, and in some other countries a day.

The number of workers involved also varies, and some countries require a minimum number of man-days lost. That minimum, for example, is 10 man-days lost in Australia, Canada, West Germany and Ireland,but 100 in Denmark.

To compound the problem, all work stoppages are reported in West Germany, Britain and Finland in which more than 100 man-days are lost regardless of the duration of the strike or the number of individual workers involved.

Some countries count only the strikers in reporting the number of workers involved while others also include workers laid off within the unit of dispute. Other countries provide information on workers indirectly involved within the same industry but outside the establishments experiencing the stoppage.

Some countries — Ireland, Italy, Britain and the United States — report only industrial and sympathetic strikes, while others also include political strikes in their statistics.

Fisher contends that it is difficult, if not impossible, to analyze the true cost of strikes and lockouts to the employer, the workers and the public, and he observes that there are dangers "in accepting at face value many of the estimates of cost that are presented at times of severe labour market disruption. Effects of strikes and lockouts are often very widely diffused over the economy as a whole."

Some of Fisher's other conclusions:

- No meaningful line can be drawn between strikes and lockouts because sometimes employer pressure can induce workers to strike and, although rarely, vice versa. "Clearly one cannot simply maintain that strikes are always the result of workers' reaction or that lockouts are the only occasion when employers have taken a decisive stand."
- Little meaning can be assigned to an assessment of "who won": "The firm, or union, that cries out loudest about costs encountered may at the end of the day have the most to gain from the stoppage. Thus published statistics can be very misleading, both in the magnitude and in direction of effects."
- Strikes and lockouts are the most conspicuous indicators of industrial unrest but they are not the only ones. "Judgments on the state of industrial relations may be misconstrued" if too much dependence is placed on those measures in isolation. Industrial unrest may take a variety of forms, including "dissatisfaction with the work place resulting in increasing labour turnover, work to rule, absenteeism, over-manning, rejection of overtime" and even "continual needling."

UNIONS

Not strong enough

Labour Minister John Munro says a major reason for recent manifestations of industrial strife in Canada is that many trade unions are not strong enough.

In a December 9 address to the Fredericton Chamber of Commerce he said Canada would have more

industrial peace, a better distribution of the national income and a more democratic society "if a greater percentage of Canadian workers were organized in the trade union movement, and if trade unions were stronger, not weaker."

He qualified his statement, however, by saying he was talking about an industrial relations regime in which employers and unions respected each other's role and acted accordingly: "Employers would manage the enterprise, workers would do a fair day's work for a fair day's wage, and together they would make a good living."

Munro said industries with strong unions usually have the least time lost to industrial disputes.

"Strong trade unions bargain for good collective agreements and keep their members at work," he explained. "Strikes can take place, but only in exceptional cases. Conversely, where there are weak unions — whether these unions be large or small in membership — we are experiencing some of the greatest man-hour losses in our history. A weak union is one whose members are badly divided, and whose leaders are demoralized by lack of solidarity."

HEALTH AND SAFETY

Areas of conflict

There are four basic conflicts over health and safety in the workplace, according to a researcher at the Massachusetts Institute of Technology.

Nicholas A. Ashford, senior research associate at MIT's Center for Policy Alternatives, outlines them in an article in the U.S. labor department's *Monthly Labor Review:*

1. The clash of self-interests that is characteristic of management-labour relations on many issues: "Fundamentally, the basic conflict in self-interests stems from management's desire to keep costs down and to maintain control of the workplace, versus workers' desire to gain the largest possible package of wages and benefits, job security, and control."

2. An insufficient data base regarding the nature and severity of health hazards: "In the case of cancer particularly we have not yet settled the debate over whether there is any 'safe level' for exposure to carcinogen or whether we should adopt the concept of a 'zero threshold' (no permitted exposure)."

3. Differences in perception of what is just or fair in public policy, and what are its appropriate limits: "For example, do we prohibit use or consumption of a material until it is proven safe, or do we allow its use until it is proven harmful?"

4. Conflicts relating to the fact that various institutes, forces and mechanisms in technological society are not "connected" very well: Those "concerned with problems in the general environment are not interacting adequately with those concerned with the work environment... General environmentalists succeeded in eliminating DDT for use as a pesticide because it posed serious ecological dangers to wildlife and to the consumer. These efforts resulted in the increased use by farmers of parathion, which deteriorates in the environment much faster than DDT. However, parathion may be very much more harmful than DDT for workers who handle it."

Ashford argues that it is futile to place sole reliance on any single policy instrument to reduce occupational injury and disease — whether research and medicine, the law and regulatory practices, or market incentives: "The problems are complex and demand both long-term and short-term trans-disciplinary approaches for their solution. The issues go far beyond the medical and technical problems of disease and injury."

He also points out that utilization of knowledge already available has been "painfully" slow. "A tragic example of this situation is provided by the case of America's uranium miners, an excess number of whom have died or soon will die prematurely from lung cancer of occupational origin," he writes. "It has long been known that exposure to airborne radiation carries greatly increased risk of lung cancer, and that the airborne radiation to which this nation's underground uranium miners were being exposed was well in excess of levels proven to be unsafe. It has, furthermore, long been known in Europe that this hazard can be substantially alleviated by the simple expedient of installing adequate ventilation in uranium mines. Failure to use this widely disseminated information has exacted a terrible toll among America's uranium miners."

Ashford also questions the notion that the United States would suffer a "severe" competitive disadvantage internationally if it enforced stricter occupational health and safety environmental controls. He points out that the President's Science Advisory Committee "takes into account the expectation" that foreign rivals would be adopting similar controls." However, stricter controls could mean the disappearance of smaller and marginal firms.

Ashford states: "What seems to emerge is an imperative to adopt

uniform international standards and practices, and to devise special forms of assistance to smaller or marginal producers."

Migrant Workers

Migrant workers are particularly vulnerable to illness and accidents, and industrial medicine specialists of the joint committee on occupational health of the International Labour Organization and the World Health Organization have called for comprehensive social, educational, health and legislative measures to protect them.

The committee says migrant workers — who now number about 11 million in Europe — should get language training, health education, plant-level instruction in job risks, improved housing and new administrative or legal steps to ease admission procedures for their families.

The committee finds that not only are accident rates higher for migrant workers but they are more frequently ill because they have to adapt themselves to different climates, diets, working conditions and ways of life. And it calls for ratification of two recent ILO conventions on international labour standards for migrant workers.

Alcoholism

Ford Motor Company of Canada is introducing a program to combat alcoholism. Problem drinkers will be helped with consultation or treatment to prevent their addiction from progressing to the point where it interferes with their work and seriously damages their health.

Company spokesmen say "a realistic recognition that alcoholism is an illness and that the social stigma attached to it is without basis," will encourage employees to take advantage of available treatment.

"They will receive the same consideration and referral for treatment that is currently extended to employees with other illnesses," says Kenneth Hallsworth, vice-president of industrial relations.

The company defines an alcoholic as an employee whose job performance is deteriorating because of "excessive, repetitive and uncontrolled drinking." It says sick leave and appropriate company insurance benefits may apply where an employee needs extensive treatment and rehabilitation in a specialized facility.

WORKING CONDITIONS

Controversial film shown

A controversial film the National Film Board decided not to release five years ago opened public showings in Montreal in December.

Entitled "On est au coton," and intended to portray the situation of Québec textile workers, the film was made in 1968 and 1969 by director Denys Arcand.

The industry gave the film crews access to plant floors and offices, but later the Canadian Textile Institute objected to the film's contents.

Wojet Gwiazda, a film reviewer for the Montreal *Gazette*, says that Sidney Newman, NFB commissioner when the film was made, decided it would never be released after he questioned its "authenticity and exactness."

"According to Newman, the film contained inaccuracies as to textile industry wages in Québec and the U.S. and gave the impression that the Québec industry was controlled primarily from outside the province; Newman said this was untrue," Gwiazda writes.

Gwiazda adds: "Luckily, 'someone' somehow had a copy of the film, and video copies were shown in kitchens and at meetings — despite police raids. The film went underground" until the public showings in Montreal.

One of the film's first sequences shows a woman at a sewing machine swaying rhythmically as she works, just like the machines all around her. "The noise, the immensity of the factories at first is shocking and then numbing," Gwiazda said. "The workers punch in in the morning and punch out in the afternoon. The 'machines' go home, sleep, dream about the whirring sounds and start again."

Job-induced alcoholism and suicide

Ford Motor Company faces lawsuits filed by two of its executives and the widow of a third.

Helena Sexauer of Birmingham, a suburb of Detroit, is suing Ford for $1.4 million, claiming that pressure on her late husband to take early retirement drove him to suicide. He had been with the company for 30 years, and was manager of operations in the accounting department of the Ford tractor division. He took his life on May 28, 1973.

The two former executives have sued the company separately for a total of $2.4 million. One claims job pressures and being fired in

1971 caused him to become an alcoholic; the other claims his alcoholism was a direct result of his job.

WORK SATISFACTION

Quality of life important

A poll of 600 Norwegians found most of them more interested in the quality of life and improving the environment than in material gain.

Only 1 per cent said the standard of living was too low, while 76 per cent said it was too high. Seventy-four per cent said they would prefer "a quiet and simple life with only the essential things, a limited income and limited possibilities for a career".

Thirty-three per cent said they thought higher wages, increased production and increased consumption would result in "more materialism, a madder rush for higher status, more unnecessary luxuries and more pressure, stress, pollution and health hazards at places of work."

The poll was conducted by the Gallup Institute for a consumer research institute, an institute for nutrition research and a movement that campaigns for a simpler life and simpler eating.

WORKING TIME

Flextime

An International Labour Organization study finds widespread acceptance of flexible working hours by both employers and employees in many countries.

"It would hardly be possible to find an innovation that has so quickly and effectively secured the attention of the interested parties," says the report by Heinz Allenspach, entitled *Flexible Working Hours,* and published by the ILO in Geneva.

Flextime is making headway in several countries. Private estimates say 30 per cent of wage earners in Switzerland use it. It has made great headway in West Germany, and is under study in the U.S., Canada, Britain, France, Italy, Spain, Scandinavia, Japan, Australia, and the Benelux countries.

The study finds flextime can lead to an increase in productivity and in the profitability of the economy as a whole. However it has been found unsuitable for some forms of shift work and factory assembly lines requiring the regular presence of a fixed number of workers.

The system enables the employee to adapt his hours of work not only to his daily routine but also to his individual way of life: "For example, people who have to travel a relatively short distance to work and who want to go home at midday can choose a longer lunch break, while others who prefer a short noon pause can leave early at the end of the day's work.... If a husband and wife both work, they can arrange between them when to start and finish so as to suit their children's school hours. In this way it becomes possible to ensure a better harmonization of hours of work with family needs."

Flextime can "contribute not only to an improvement in the general atmosphere and human relations in the undertaking but also to an ultimate enhancement of the pleasure of work," the report adds.

Absenteeism

In New Zealand, absenteeism is such a great problem that the government has launched an inquiry into its cause and effects. But one firm, General Motors New Zealand Ltd., says it has reduced absenteeism at three of its plants, with a weekly lottery. About 1,500 employees are involved. Once a week, names of individual workers are drawn in turn, and the first drawn with a perfect attendance record the previous week gets a $100 cash bonus. Company spokesmen say the weekly draw has halved absenteeism — from 10 per cent to 5.

Japan

Japan's National Personnel Authority is working on a plan to give public servants a two-day weekend twice a month starting in the 1976 fiscal year. About 64 per cent of employers in the private sector now have a five-day work week. The percentage is 77 for firms with 500 or more employees.

However, opposition to the plan may come because it would inevitably require an increase in the number of government employees, and also because the Authority is presenting recommendations for wage increases for public employees.

United Auto Workers

The United Auto Workers may give priority to shorter working hours in its next round of negotiations with the "Big Three" automobile manufacturers.

Its National Ford Council has already adopted a resolution saying: "The time has come to reduce work

time without any reduction in pay or benefits."

A major reason for the move is a prediction by many economists that unemployment will remain at 6 per cent for the rest of the decade. The Big Three auto makers had about 84,000 workers on indefinite layoff in November. Reducing working hours would mean employment for more of them.

While it is not known what specific proposals for reduced hours the UAW will present in negotiations, some officers of the union are talking about a four-day workweek, with nine-hour days.

The companies are expected to resist the four-day week because of its possible effect on production costs and scheduling.

EMPLOYMENT

Over-qualified workers in New York City

A New York Times Service report says jobs for teachers, nurses and librarians are so scarce that qualified graduates in these specialties are applying for child care and housework jobs with families in New York City.

The report quotes spokesmen for several employment agencies who say people normally "over-qualified" are seeking work as domestics. One placed a married couple — an engineer and a teacher — as butler-houseman and cook-housekeeper. It is also trying to find work as a governess for a woman with a degree in early child care-education, and as a companion for a teacher.

The article quotes the head of one of the agencies: "A degree doesn't mean a thing for the kinds of jobs we have. When a mother wants someone to look after her children, experience is what matters."

DISCRIMINATION

Employment agencies

The *Globe and Mail* says a survey of 15 employment agencies in Metropolitan Toronto found 11 of them willing to help employers discriminate against blacks and other non-white workers.

"Only two refused outright to have anything to do with screening out non-whites for a caller who said he was a prospective employer, according to the Canadian Liberties Association," wrote *Globe and Mail* reporter, Arnold Bruner.

Bruner says the civil liberties group chose the 15 agencies at random. In telephone calls, the civil libertarians claimed to be a prospective employer from the United States who might be going into business in Canada. Each agency was asked whether it would agree to refer only white applicants for job interviews.

The Ontario Human Rights Code forbids employment discrimination on grounds of race, creed, colour, age, sex, marital status, nationality, ancestry or place of origin.

The report quotes Alan Borovoy, general counsel for the association, as saying the 11 agencies were "quite definite in their assurance of co-operation."

Some of the agency responses to the telephone requests included the following:

"We agree 100 per cent. This kind of talk is only between the client and us. When 'coloured' people apply we just tell them that they haven't enough experience."

'Not an unusual request... I probably would have asked you in any case. It comes up all the time."

" 'Coloureds' apply in hordes. We'll weed out 'coloureds.' It's not a rare request."

The report also quotes the association as saying eight of the agencies belong to the Association of Professional Placement Agencies and Consultants "whose members have a special agreement not to 'allow themselves to be used as a tool of discrimination.' The agreement is in the form of a special undertaking with the Ontario Human Rights Commission going back to 1964 and updated in 1972."

CONFERENCES

Labour relations

"Strike prone" unions, and governments that have granted their employees the right to strike came in for strong criticism at a three-day industrial relations conference in Toronto, held just prior to the announcement of the government's anti-inflation program.

The conference on industrial disputes actions and labour relations sponsored by Oyez-IBC, a subsidiary of a British firm, the Solicitors' Law Stationery Society Ltd., tried to formulate "initiatives

and strategies" for employers in both public and private sectors.

T.M. Eberlee, Canada's deputy minister of labour, said he would like to see a wider acceptance of the "complete legitimacy of unions and collective bargaining as institutions." He did not ask his listeners to agree with the way unions operate, but he did ask them to recognize that without them "we would not be the free society which we claim to be."

He said he detects a widely-held view among management and the general public that "unions and collective bargaining are only barely tolerable."

He agreed that Canada seems to be strike-prone compared with other countries: "I do believe that somehow we have gotten ourselves into a sort of syndrome where too many union people feel almost as if a collective bargaining situation isn't real and honest without a stoppage taking place, as if no settlement is genuine unless it has passed through the test of strike action." Whereas a strike used to be the last resort, there now is danger of it becoming "almost a routine part" of collective bargaining.

Eberlee also said collective bargaining is not, by itself, responsible for inflation: "We are all responsible. I do not believe even that labour is grabbing a particularly disproportionate piece of the pie," he added. "We are all trying to get more than the pie contains and we have been doing so for some time."

The federal Labour Department has always been concerned about the results of collective bargaining, and not just the process, but this concern with results had never been institutionalized in any mechanisms designed to overrule the decisions of the parties themselves, he contended.

Eberlee said that through the new tripartite Canada Labour Relations Council the department is seeking to involve both labour and management in solving problems rather than to impose solutions "unilaterally and in the relative comfort of our governmental ivory tower."

Murray Dubinsky, a Calgary lawyer who is one of the 22 Canadians on the council, said the impact of the council's advice will be measured by the degree of consensus the members reach: "I find it difficult to conceive of a federal government which would fly in the face of a clear recommendation which flows from consensus within the council."

Dubinsky also said the fundamental freedom of workers to organize and bargain collectively "is not absolute," and that the entire concept of the collective bargaining process needs to be reviewed. The framework for this review should be "the parties themselves, supported, encouraged, and, in fact, prodded by the federal government."

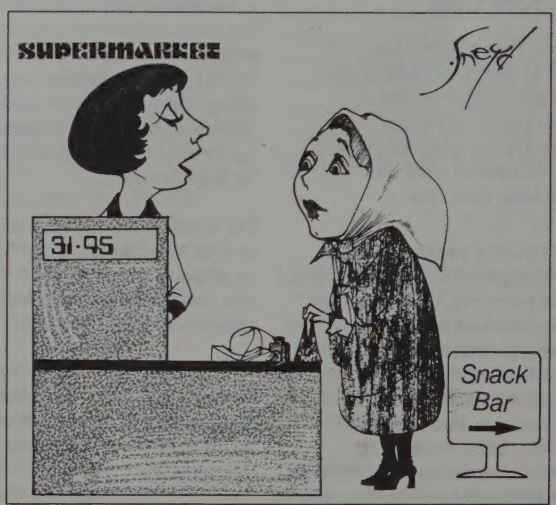
F.R. von Veh of the Ontario Bar was one of several conference participants who were critical of the way existing legislation is administered.

"When an employee goes on an illegal strike, absolutely nothing happens in the vast majority of cases," he said.

Too often, he said, employers initiate actions against illegal strikers, but then bargain the actions away for a return to work.

He added: "The last two years have shown that our governments, primarily federal but also provincial, refuse to ensure compliance with the law in cases of illegal strikes. Allegedly responsible cabinet ministers as well as respected mediators have adopted a soft, reprehensible and very questionable attitude in the issue of no reprisals toward illegal strikes."

He advised management representatives at the conference not to initiate an action unless they intend to pursue it. If an action is to be used merely as a bargaining tool to get strikers back on the job "then



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"Shall I wrap it or will you eat it here?"

find some other avenue whereon to bargain. Don't abuse legal procedures," he told them.

The federal government drew criticism for giving its employees the right to strike and the Ontario government for granting it to teachers. Michael Gordon, a member of the Ontario bar, who spoke on teachers' strikes, said the provincial government had taken a wrong turn both in granting teachers the right to strike and in giving teachers the right to negotiate "whatever they wish" with boards of education.

This has "taken away from school trustees the prerogatives vested in them by the electorate, and encouraged teachers to use the strike weapon" rather than more orderly legal procedures.

W.H. Wightman, director of industrial relations for the Canadian Manufacturers' Association, said strikes have become an "integral part" of collective bargaining in the 1970s. A "most influential" factor in this was the "post facto rationale offered by apologists for the federal government's ill-advised eleventh-hour decision to extend strikes into the federal public service."

"Notwithstanding the fact that this major policy change came about as a result of a minority government being stampeded into granting the licence to strike, that government — as well as successive governments — defended its position with a tiresome litany of conventional wisdoms and self-fulfilling predictions," he said.

To let strikes resolve public service disputes was not a policy but "a lack of policy." And it has been through lack of policy, and political courage, that collective bargaining systems have now entered yet a new era wherein disregard for law and contract has also become an integral part of collective bargaining.

Wightman said it is clearly within the power of governments to "re-think the premises upon which collective bargaining rests, and to re-cast the legislative framework within which it functions. Unfortunately, there are no signs that any government has the political courage to do this." He urged business people to more direct involvement in politics at the riding level to influence governments to this end.

E. Neil McKelvey of the New Brunswick Bar was another critic of the strike right for public servants: "Our political leaders must realize that it was a mistake in the first place to transplant into the public sector the same collective bargaining structure, including strikes, as used in the private sector where conditions are quite different."

Strikes should be abolished in the public service, McKelvey said. However, experience has shown that legal prohibition of strikes does not prevent them. Instead, alternatives "which can be made acceptable to all parties" should be used. These could include final offer selection and binding arbitration.

But for binding arbitration to work there would have to be criteria against which the working conditions of the public service should be measured, he said. There should also be a permanent arbitration tribunal "which becomes familiar with the working conditions of the public service and builds up expertise and the confidence of those with whom it is dealing."

INDUSTRIAL DEMOCRACY

An Australian model

An Australian firm has abolished the conventional command structure. It has no managers, and each of its 24 employees has an equal voice in running the company.

Dynavac Proprietary Limited of Melbourne, which manufactures vacuum equipment, is a management-sharing but not a profit-sharing company. The shareholders receive their regular dividends.

The basis of the decision-making process is a group of four employees, who fulfil the functions normally carried out by a managing director in consultation with a board of directors. Known as the Group, their decisions are subject to final approval by a weekly meeting of all the employees.

Group membership changes regularly, and, with one member replaced every six weeks, each employee serves on the Group at least once every nine months.

The employees say the system is working and the firm is making money. The system has some peculiar problems, however, including wage-setting by the employees. Peter Boyd, a member of the firm's administration, says wages paid to less-skilled workers tend to be higher than those paid by other companies, while the wages of more highly qualified workers tend to be lower.

The firm, which has been in business for 15 years, abolished all titles three and a half years ago, and started its present system of worker-management a year later.

Its philosophy is outlined in its personnel policy statement: The company aims to compete on a commercial level while at the same time "to preserve individual dignity, to seek the sum of business management through unselfish self-management, and to support the idea of co-operation without reserve."

Co-determination — Sweden

A report by Southam News Services says a confrontation — "a rare event in Swedish industrial relations" — could result from the Social Democratic government's intention to extend worker-management co-determination.

Sweden's industrial democracy evolved from recommendations made by the central trade union congress in 1971, which were generally adopted by the Social Democrats the following year.

The report quotes Labour Minister Ingemund Bengtsson as saying the government's proposed legislation would leave as little as possible for management to decide by itself: "In principle, everything can be negotiated, just like salaries."

It says the legislation would give unions the right to negotiate with management in all areas including the appointment of foremen, factory layout and general operation. Union interpretation of agreements and rules would take precedence over management's views, although the employers could challenge through existing labour courts. Management would be required to yield any requested information about company affairs, and unions could legally strike when a wage contract existed if agreement could not be reached over co-determination.

The government hopes to have the legislation in force by January 1, 1977, and the Southam News Services report quotes an unidentified senior official of the Swedish Employers Confederation: "The only thing you can do without asking the workers is to change your wife."

Commenting on the Swedish government's proposal to compel employers to negotiate collective agreements on co-determination, a British periodical, *The Economist*, says the law will make West Germany's Mitbestimmung experiments "look like garden party antics."

"The workers will be involved in pretty well all management functions, negating the employer's right to appoint staff and direct work," says *The Economist* in a report from Stockholm. "Before deciding who should do which job and how work should be organized, managers will have to negotiate with worker representatives. Consultation will replace command. The boards will have to open their books and managers their filing cabinets, as the new law will empower the unions to demand full information on company affairs. Investment decisions, for example, will require union approval."

Labour Minister Ingemund Bengtsson made the legislative proposal public at a Congress of the Social Democratic Party in October, and *The Economist* says employers will probably "swallow" it "protesting all the way." "It adds greater emphasis and legal sanction to what has become regular practice recently in one or two of the more advanced Swedish concerns," the report said.

While the Southam report finds some managers anxious about the proposal, others appear more optimistic, including Johan Akerman, group managing director of Granges, a pioneer in industrial democracy. "It doesn't matter what you are going to write into the new law," he is quoted as saying. "People will be reasonable in 90 per cent of the cases."

The report said the government still hasn't been able to resolve the "conundrum" of its large public sector — state employees, local authority workers and the few state industries — "where such sweeping industrial democracy powers would conflict with the political democracy of state control."

THE ECONOMY

Textile industry's future in doubt

The Canadian textile policy, adopted in 1970 to restore confidence in the country's clothing and textile manufacturing industries, has failed to achieve its goals, says a study released by the Canadian Economic Policy Committee. Textile industries employ about one tenth of the workers in Canadian manufacturing.

The study, by Caroline Pestieau, an associate economist with the C.D. Howe Research Institute, which sponsors the committee, concludes:

"One must ask whether the industry is any more able to meet foreign competition on its home ground today than it was in 1970, despite four years — including two of booming market conditions — of the policy's operation. The answer appears to be negative."

The policy created formal procedures for investigating the effects of imports on Canadian textile and clothing production. It also included Canada's first publicly-announced criteria justifying protective measures. It also promised support measures "complementary to protective restraints" to help the most competitive lines of production become more efficient.

The report doesn't blame the Textile and Clothing Board created under the policy for the policy's shortcomings. It found the board's inquiries and recommendations to have been generally fair and constructive, but it says the design of the policy itself was at fault, and that its goals were "vague."

A major weakness of the policy was a lack of agreement between government and industry on fundamental elements, particularly on the meaning of "viability" and "specialization."

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"I seem to recall that Income Tax was introduced as a temporary measure too."

In a foreword to the report, the committee comments:

"After four years there has been little success in achieving joint planning of the textile industry's future, in large part because government and industry have reached no agreement on the medium- and long-term nature and role of the textile industry in Canada. While government still argues that the domestic industry can become competitive through increased specialization for export markets, the industry maintains that such an approach is unrealistic, given the importance of labour costs in textile manufacturing and the significantly lower wages in many textile-exporting countries.

"With the government and industry in dispute over the nature of the industry's problem, it is not surprising that they disagree on the measures required to sustain the industry. The outcome is a piecemeal, passive approach to the industry's problems on the part of the government and most firms involved."

As a result, the study concludes, it is not clear whether the policy is makeshift, "tolerated in order to alleviate economic problems in Québec;" a program to upgrade Canadian resources; a lesson in the use of safeguard mechanisms offered to the international community; or just an umbrella for a series of ad hoc reactions to imports.

A government review of the policy should investigate the possibilities of a Canada-United States common market in textile products, the study says. It also wants the review to look into the possibility of co-ordinated long-term planning for the industry. Finally, it asks whether Canada should have a textile industry at all.

Grace Hartman—a profile

by Jack Williams

Public service unions in Canada are going to become larger, stronger, and move closer together. That is the view of Grace Hartman, recently-elected president of the Canadian Union of Public Employees.

Hartman holds a unique position in the Canadian labour movement. Not only is she the first woman to head a major union, but her organization, with well over 210,000 members, now is the largest union in the country. In contrast to most unions, a very high percentage of its members are in white-collar occupations, and about 45 per cent are women. CUPE can also lay claim to being the fastest growing union in Canada, with membership expanding at the rate of 1,000 a month. Between 1973 and 1975 the growth rate averaged 1,400 a month. This obviously imposes heavy responsibilities on the leadership.

The woman who heads this organization, and directs a staff of 240, bears little resemblance to the popular image of a labour leader; yet her union credentials are beyond challenge, and she is respected both within and outside her organization.

Hartman, 56, is a grandmother — and proud of it — but she has little time to spend in a rocking chair knitting sweaters. She is highly energetic and spends much of her time travelling across the country, meeting and talking with her members. Maintaining these personal lines of communication is highly important to her. She enjoys music, art and the theatre; and with her husband — a sheet metal worker and a union member — she has made a hobby of collecting, cutting and polishing rocks. Now the demands of her work restrict such outside activities.

Jack Williams, former public relations director for the Canadian Labour Congress, is a freelance writer.

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It was as a clerk in the North York Township offices on the outskirts of Toronto that Hartman first became a union member, and for eight years she was president of her local. Then she became president of CUPE's Ontario Division, a position she held for four years before becoming the national secretary-treasurer in 1967. At the union's 1975 convention she became CUPE's second president. Stanley Little, the first president, had retired and there was little opposition to the choice of Grace Hartman as his successor.

Hartman, 56, is a grandmother... but she has little time to spend in a rocking chair knitting sweaters

She moved from what was essentially an administrative position to the top policy post in a union that has had a marked impact on the labour movement in Canada. When the Canadian Labour Congress came into being in 1956, through the merger of the former Trades and Labour Congress of Canada and the Canadian Congress of Labour, there were many overlapping jurisdictions and there were ambitious predictions of mergers to form stronger and more efficient unions. Success in this direction has been limited; but the formation of CUPE, melding public service unions in the two former congresses, was the first and most notable example. At times CUPE has been somewhat of a thorn in the side of the CLC, pressing for new approaches and generally supporting the position of national rather than international unions.

CUPE has achieved its present position by attracting a remarkably diverse membership. Occupations within the union range from strictly blue-collar to clerical, technical, semi-professional and professional.

Grace Hartman

These people are employees of municipalities, school boards, universities, libraries, hospitals, nursing homes, public utilities, radio and television stations.

The union's growth has been part of the dramatic move toward union organization and collective bargaining among public employees in Canada. Grace Hartman thinks this trend is going to continue. She says the introduction of wage guidelines, though unpopular in labour circles, has aroused new interest among unorganized employees.

"We have a lot of people talking to us now who weren't ready to talk before," she says. "Our new membership is coming from white-collar groups in school boards, libraries and universities; and a few from para-professional groups like technicians in hospitals. A high proportion of our new members are in white-collar support-staff occupations."

This means that many of the new members are women, a development that is personally pleasing to Grace Hartman. A strong defender of women's rights and an advocate of women's interests, she avoids the strident approach that has brought criticism to some of those with similar views. Rather, her manner is quiet but determined, and she is careful to base her arguments on well-researched facts.

While far from satisfied with what has been accomplished, she is able to look back on considerable progress. When she attended a CUPE convention in the late 1950s, Hartman was one of seven women among 300 delegates. By 1973, 20 per cent of the delegates at the convention were women, and by 1975 the figure had risen to 34 per cent.

"Even setting aside the numbers, there has been a terrific change," she says. "At our last convention women were taking the floor, discussing all the issues, helping to shape policy and really getting involved.

A strong defender of women's rights and an advocate of women's interests, she avoids the strident approach that has brought criticism to some with similar views

"There was just a different attitude and a greater acceptance of them by the male delegates when they discussed women's issues. There used to be snide remarks when the women got up to speak, but you don't find that today.

"I think this greater participation by women has brought a new dimension. Once you convince women, they are really militant. At our last convention, the women who spoke on complicated issues, the economy and so on, usually had carefully-prepared notes.

"I think that when women once get an issue they are likely to pursue it right to the end. We notice that attitude in a lot of our negotiations. While there may be some reluctance to vote for a strike, once that has been determined, they never look back. This is what our staff representatives are finding, right across the country."

The performance of women delegates to the 1975 convention was in line with an example Grace Hartman has set over the years. She is known as a patient listener and usually seems hesitant to speak until she has her thoughts well organized. This has made her an effective advocate, and one who commands attention.

But, as an officer, she has sometimes been criticized by other union women on the ground that there are not enough women on CUPE's staff.

"Those who have been critical often wouldn't take the job themselves," Hartman says. "It is difficult work, involving a lot of travel and time away from home. We have been well aware of the need for more women on our staff. Male representatives have been pressing for it, but it is often difficult to recruit women. We are encouraged by the increasing participation of our female members and we are seeing more potential staff representatives among them."

The demands of staff work can lead to family complications; but on one point Hartman is adamant — women who join the staff must accept exactly the same working conditions as men. There is to be no discrimination.

Another characteristic of CUPE's new president is a frankness in

The performance of women delegates to the 1975 convention was in line with an example Grace Hartman has set

recognizing and admitting to situations where the union's success has been less than had been hoped for.

"We certainly have not made the progress we would have liked in getting day care centres," she says. "And in the political field there has been no great success in our efforts to win for public employees the right to be candidates for public office. These are continuing campaigns."

Politics is a sensitive subject in public service unions.

"I feel our members are seeing that they have to take more political action," Hartman says. "This is something they are often very reluctant to do. It is difficult. In a municipality you may be dealing with politicians almost every day.

When I worked in North York I was in the planning department and there was constant contact with politicians who were pushing an application for a friend, or dropping in to enquire about something in their ward. I think as a result you tend to steer away from politics. But I don't find that now. Our people realize that they have to become political if they want to get anywhere. At the same time, with the strengthening of unions, especially at our level, it becomes much more difficult for council members and department heads to get their friends into jobs."

Hartman points out that public employees, by the nature of their work, are usually highly visible. This, she believes, was a factor in placing them in the forefront of the initial arguments about wage guidelines. She goes so far as to suggest there was a deliberate attempt on the part of the federal government to direct attention to such occupations.

She elaborates: "The whole guidelines program seems to be directed toward public employees. Our people have only just come into the forefront of collective bargaining. We are highly visible — the man who delivers the mail, or picks up the garbage or sweeps the road, even the people working in airports. They are all there to be seen and people are aware of them. A lot of people take the attitude that public employment means cushy jobs and security for life. This isn't so; and stenographers working for a municipality have to pass the same tests as stenographers working for Imperial Oil."

While CUPE's success in the white-collar field has been considerably greater than that of most unions, it is typical of Hartman that she does not pretend to have any slick solution to organized labour's nagging problem of how to recruit white-collar people. Rather she speaks of the practical experience of her union. It has been extremely careful in selecting staff assigned to white-collar work, and literature has been tailor-made for specific groups.

CUPE has demonstrated an awareness of the need for special service. It has a strong research department specializing in the particular problems of public service workers. The public relations department produces some of the most sophisticated material found in the labour movement in Canada. The education department has an unusually broad program that holds particular appeal for many of the new white-collar members.

One of the difficulties in white-collar organization is a prestige complex, according to Hartman:

"People who work in banks and insurance offices are sometimes inclined to think they are a cut above those who work for a municipality. Even though you can't eat prestige, it has an effect."

But the CUPE president is also keenly aware of the rapid growth of unionism among teachers, nurses and other professionals or semi-professionals. She is convinced that some form of alliance bringing these groups into closer contact with the established labour movement is inevitable. She feels that, in the immediate future, this is more likely to be in the form of a loose relationship or a council, rather than a formal structure.

Hartman holds a unique position in the Canadian labour movement

The whole area of the relationship between public service employees' associations and the expansion of union organization in this field has been the subject of intensive discussion within CUPE and has led to some differences with the Canadian Labour Congress. There is a close working relationship between CUPE and the Public Service Alliance of Canada, which represents employees of the federal government. CUPE has its national headquarters in the PSAC's modern office building in downtown Ottawa and the staffs of the two unions maintain close contact.

Organizing provincial government employees is a matter of prime

importance to CUPE, which has claimed a vested jurisdictional interest by virtue of an agreement reached with the Canadian Labour Congress some years ago. CUPE has been highly critical of some of the organizations representing provincial employees, and moves toward expanding CUPE's activities into the provincial field resulted in a sharp conflict between the union and the Canadian Labour Congress. At one point CUPE threatened to withdraw from the Congress (LG, Feb. 1974).

While this situation has by no means been resolved, there have been developments that, for the time being at least, have reduced the friction. The CLC is actively promoting an organization that would unite various organizations of provincial government employees, and the founding convention for such a body is scheduled for this spring.

Hartman sees this as opening the way to a higher degree of co-operation among all public employees:

"Where provincial government employees are organized, you have unions at three levels — federal, provincial and municipal. Then a start can be made at developing a council. I think those of us in the public field have to work closely together."

At the same time she forecasts important changes in public service bargaining:

"We are looking at a whole new method of bargaining. We are looking at organizing by area, region and even province in some jurisdictions. At present, our constitution allows complete autonomy and so we have to go into wider bargaining on a voluntary basis. For example, the 15,000 members bargaining with Metropolitan Toronto are in ten different locals, but they have voluntarily agreed not to opt out.

"There has always been a kind of leapfrogging; but now we are finding municipal bodies getting together in associations, and they are not going to budge. If we are not organized in the same way, we are going to be in trouble. That's a whole new kind of bargaining.

"Then there is a trend toward getting better pensions and shorter hours. In educational institutions

The woman who heads this organization, and directs a staff of 240, bears little resemblance to the popular image of a labour leader...

we have requests for contract provisions giving time off to take courses. The increase in the number of women is bringing new demands for day care and for maternity leave. We now have one collective agreement that provides leave of absence for clinical abortions."

The centralization of bargaining is particularly evident in hospital negotiations. In recent years, difficulties have arisen through the necessity of bargaining with local hospital boards whose budgets are now determined by provincial authorities. In Alberta, Saskatchewan, Ontario, New Brunswick, and to a lesser extent in Manitoba, there is a definite trend toward bargaining on a province-wide scale.

Any discussion on public service bargaining inevitably leads to the question of the right to strike in what are commonly called "the essential services." Grace Hartman's opinion in this respect is very clear-cut:

"I believe very strongly that everyone should have the right to strike. I know it's a touchy problem, but today doctors are not hesitating to take strike action. If doctors in the $40,000 to $50,000 range can strike, then why shouldn't workers in homes for the aged earning $2.70 or $3.00 an hour have the same right?

"When you talk to people like hospital workers you find they are not anxious to strike. They feel a deep sense of responsibility to the patients. This applies no matter what level they are at — the person who is sweeping the floors, the orderly or the nursing assistant.

They are all very reluctant to take that step, but they also feel they are getting a bad deal. Ontario is the only place where the legislation really prevents such strikes, but I think we are going to be hard-pressed to hold some of them. They feel they are so far down that the only way they can go is up."

And CUPE's future?

"Well I think there is going to be a tremendous increase in employment in the service field. Someone has to empty the bed pans and pick up the garbage and so on. As the population increases, there is no diminution in that kind of job, and I don't think you can automate it. You may be able to automate the making of cars and other types of manufacturing, but not jobs in the public service field. That is why I think unions in this field will become larger and more powerful. I hope they also become more progressive and aggressive."

That is the direction of Grace Hartman's leadership, and she explains it with a determination that carries conviction. lg

The grain-handling industry

The Bayda proposal for labour peace

by Roy Laberge

An inquiry into the long-standing industrial relations problems of the grain-handling industry in the Vancouver port area has come up with an unusual recommendation: that the parties be required by statute to "formulate, put into effect, and maintain a positive and well-defined industrial relations program."

Moreover, this requirement would be enforceable in much the same way that the present requirement "to bargain in good faith" is enforceable under the Canada Labour Code — the Canada Labour Relations Board would be given broad powers to impose sanctions on parties in default.

That approach has been rejected, however, by Labour Minister John Munro who says employer-employee relations cannot be improved by legislation.

The rejected industrial relations program was intended to:

- root out and identify labour-management conflicts and problems;
- find new ways of dealing with these conflicts and problems in place of the traditional adversary procedure;
- establish a free flow of communication on a permanent basis, between the workers and their union on the one hand, and foremen, middle management and senior management on the other — "to put it another way: establish a constant and unending dialogue between the two sides."

A former editor of **Canadian Labour**, *Roy LaBerge teaches social science at Algonquin College, Ottawa.*

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The recommendation came from Mr. Justice E.D. Bayda of Regina who was appointed to conduct an inquiry into the relations between labour and management in the industry just four days after Parliament legislated an end to a 46-day work stoppage last October. That stoppage was just one of 16 that had affected grain shipments through the port in the last 10 years, not only by grain handlers but also by railway employees, longshoremen, pilots and grain inspectors.

Bayda's 112-page report, tabled in Parliament on December 5, 1975, contained 22 recommendations, but the central one is the setting up of the "positive" industrial relations program.

The commissioner reached this recommendation after rejecting legislation to outlaw strikes in the industry and impose compulsory arbitration. He said such legislation could be enforced only if the parties were willing to agree to it, and right now they were not.

He saw the grain-handling industrial relations problem as mainly a problem in human relations. But good human relations "do not just happen, they must be made to happen," and this took a great deal of "continual, concerted effort by both sides."

And the government had the right to "intermeddle" to make the relationship healthy, not by legislating a good relationship, which was impossible, but as "adviser, supervisor, catalyst, overseer and sometimes decision-maker while the parties discover their own problems and seek out their own solutions."

Bayda's program would start with a separate series of meetings for each grain elevator. At these meetings he visualized both sides together "analyzing their problems, deciding what they would like to see in an ideal relationship, setting goals and time limits and determining the methods to be used to achieve those goals within those limits."

He reported the major problems to be (1) the foreman whom the workers considered ill-trained or incompetent; (2) layoffs that often did not consider seniority as the major factor; (3) remoteness of decision-makers — the workers alleged that they were "in some down-east place" like Calgary, Regina or Winnipeg; (4) a feeling of alienation among the workers; (5) uncomfortable and unhealthy working conditions — "Dust and noise are the bane of the terminal workers;" — and (6) the lengthy collective bargaining process that

resulted in agreements worded so that "ordinary workers have trouble understanding them."

Bayda agreed with the workers that the foremen as a whole were not "a particularly perceptive" group. "As a result, they have little or no knowledge of the workers' deep-seated complaints," he wrote. "When the emissaries of management who are closest to the workers do not have that kind of basic information, the chances of that information getting to higher management are greatly diminished."

The commissioner recommended that senior management should participate in the early meetings at each elevator, and he saw both sides probably coming to the realization "that the problems of the workers are similar to the problems of the employer."

He suggested, for example, that the parties might decide it was desirable to have training programs for foremen, and regular meetings between foremen and shop stewards and between foremen, superintendents, assistants and terminal managers.

Each company, and the union, should have a representative at each terminal elevator whose job would be to put the program into effect, and the federal government should provide an overseer "on a continual basis and for an indefinite period" who would initiate the process of getting the program under way. However, he would not function as a mediator.

The federal overseer would also have the statutory power to get the parties together to commence negotiations "at the time he thinks proper, having regard to the desirability of concluding a new agreement before the expiry date of the old agreement."

The rejected industrial relations program was intended to root out and identify labour-management conflicts and problems.

And if he sensed an impasse developing, he would be empowered either to declare the chief negotiators unable to conclude an agreement and require the parties to replace them, and, if they did not do so, to appoint a replacement, or to request mediation or conciliation services.

Bayda also recommended that, by law, only the federal overseer or his nominee would be allowed to make public statements about "issues involved in negotiations or dispute or the progress of any negotiations." In the past, "inflammatory public statements" by the parties had hardened their positions and set back negotiations.

He also recommended that the union be allowed to declare a strike only if it were approved by secret ballot and only within seven days of the government-supervised vote.

The commissioner gave this rationale for his major recommendation, an enforceable and a "positive" industrial relations program:

"It is axiomatic that the industrial relations program which is most likely to succeed is one which is designed by the parties themselves and one that is entered into freely." But at the same time the parties owed an "extraordinary" duty to the public because they were involved in the movement of an essential commodity and enjoyed "a virtual monopoly insofar as the movement of grain through the Vancouver port is concerned." Discharging this duty "cannot depend on the caprice or whim of some one individual or a group of individuals."

Hence, "the law, through statutory compulsion and a system of sanctions, must highlight the serious and heavy obligation on each side to set up and maintain a positive industrial relations program designed to promote peace."

He recommended that the Canada Labour Relations Board be given broad powers to impose "whatever sanctions it deems appropriate (e.g. the power to suspend an employee for a limited time without pay, the power to remove from office, the power to seize union checkoff dues, the power to seize storage payments payable at a terminal elevator, the power to install a temporary trustee to run either the union or the elevator.)"

His report also observes that the grain handlers are only one of several groups of employees capable of shutting down the port, and that the multiplicity of bargaining units and expiry dates of collective agreements "weigh heavily against a predictable, sure, steady movement of grain through Vancouver ports."

On December 23, Labour Minister Munro rejected Justice Bayda's legislative proposal "because it assumes that employer-employee relations can be improved by legislative intervention. I do not share that view." Instead, Munro appointed H. Landon Ladd, a former vice-president of the International Woodworkers of America, as an industrial relations consultant "to work with the parties in order to build a more constructive relationship." lg

For a unionist's reaction to the Bayda proposal, see **FORUM** *p. 155.*

Immigration policy: a labour-related issue

by George Sanderson

While continued immigration is in Canada's economic interest, it is clear that immigration policy can no longer be determined largely by short-term economic objectives. It must be viewed as a long-term investment that requires forward-looking, far-sighted economic and social planning, not to mention a substantial degree of co-operation among all levels of government.

Owing to a decline in Canada's fertility rate since 1960, immigration now accounts for close to 50 per cent of population growth. It's been estimated that even if the decline in the fertility rate were to cease, and the current fertility rate of 1.8 births per woman were to be projected into the future, Canada would still require a *net* immigration of more than 50,000 a year to prevent a decline in total population after the year 2,000.

In addition to declining fertility, the annual growth rate of the labour force is expected to decline in the 1980s — falling from about 3 per cent to 2 per cent — and this could mean that without immigration, future economic development might actually be held back by labour shortages. The result would be a change in the structure of production costs, with unit labour costs tending to grow faster than others, under-utilization of our productive capacity, and a waste of resources.

Economic growth, however, doesn't necessarily depend on increases in employment. If we changed our methods, if we worked harder and more efficiently, we could — through increased productivity — offset the anticipated slowdown in employment growth.

George Sanderson is editor of **The Labour Gazette**.

Additional capital could to some extent enable us to solve the problems caused by manpower shortages, because capital could be substituted for labour in the production process. Obviously, though, sufficient capital would have to be available, and there's no guarantee of that. In fact so much capital will be required for investment in the energy and transportation sectors as well as to restructure and improve the competitiveness of Canadian industries threatened by international competition, that it may be impossible to supply enough to meet these needs as well as to compensate for the anticipated manpower shortage.

Assuming that we wish to achieve the same rapid growth rate we experienced in the 1960s, we would need a substantial increase in net immigration to about 300,000 persons annually by 1985 — or a considerable increase in participation in the labour force, or a significant rise in productivity.

By holding the level of net immigration at 100,000 a year, however, and assuming that the rate of increase in the labour force will slow down in the 1980s to about 2 per cent a year, we could expect to achieve a growth potential of around 4 per cent annually in the 1980s, compared with an average of more than 5 per cent a year in the 60s.

At this rate, the level of unemployment in 1980-85 would probably stabilize at around 3.5 per cent and there could still be a manpower shortage that would vary from sector to sector and region to region.

If, however, we opt for a slower growth rate — say 2.7 per cent annually during the 1980-85 period — accompanied by full employment — we would need to limit the rate of growth of the labour supply to about 0.7 per cent a year, down from the 1.6 per cent forecast by the Economic Council of Canada. To do this, we would probably need to fix net immigration at zero beginning in 1980, reduce the work week to less than 35 hours by 1985, and lower the retirement age to 60. The slow-growth option would place more emphasis on leisure, on consuming and spending less. It would require restraint and frugality.

We must choose, therefore, between three growth plans. The first —

rapid growth — is unlikely to be adopted by policy makers because attitudes toward the value of growth per se have changed drastically over the past 10 years. Unbridled growth is no longer synonymous with progress, and is seen by many as a threat to the quality of life, contributing to urban congestion, environmental pollution, and depletion of our non-renewable resources.

Rather than picking the other extreme of slow growth, Canada is more likely to opt for a middle course that would imply moderate change from current trends.

The economic benefits of immigration are obvious providing there are reasonable employment opportunities. An influx of immigrants increases demand for goods and services and saves on human capital by tapping the labour forces of other countries. Direct costs incurred in training immigrants and providing them with adjustment services are more than offset by the fact that working immigrants arrive with training and experience acquired at no cost to Canada. Manpower acquired through immigration is essentially a gift that has saved Canada several billion dollars in educational expenditures over the past 30 years.

One of the economic arguments against immigration is that it may lead eventually to lower rates of growth and lower wages because a growing population will be dependent on a finite volume of resources. While this thesis has some validity, it is hardly applicable to the Canadian economy, which is characterized by continuous technological, organizational and structural changes that have been reflected in rising productivity and an expanding absorptive capacity.

Another argument marshalled by the sceptics is that newly arrived

Without immigration, future economic development might actually be held back by labour shortages

immigrants are more likely to accept lower wages and tolerate less satisfactory working conditions, ultimately forcing wages down in some industries and taking jobs away from Canadians. Yet, there is no empirical evidence to support this type of speculation.

Moreover, the assertion that immigration contributes significantly to unemployment assumes that the number of jobs at any time is fixed and that immigrant workers reduce the number of jobs available to Canadian citizens. The truth is, however, that the employed portion of the labour force has been growing rather than remaining static.

Furthermore, the Canadian labour market is experiencing high job vacancy rates alongside high unemployment rates. This indicates the need to import those who are qualified or willing to work in fields where there are labour shortages. It is not uncommon for immigrants to fill many of the least desirable jobs in our economy — jobs that are no longer attractive to Canadians.

The Canadian Labour Congress is justified in demanding that immigration never be used to supply "cheap" labour to Canadian employers or to take jobs away from Canadians in times of high unemployment, but this need not happen if the immigration flow is managed wisely and efficiently, and if immigrants are adequately protected against exploitation by unscrupulous employers.

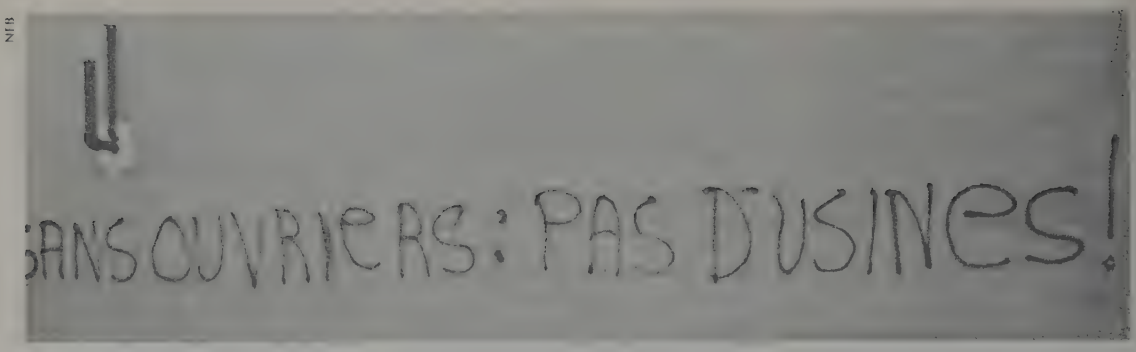
Organized labour has also expressed the view that the availability of workers trained at someone else's expense has contributed to a considerable reluctance on the part of Canadian employers to engage in on-the-job training programs for Canadian workers, or to hire recent graduates.

Perhaps there is some truth in this assertion, but a mere stop to immigration would not necessarily induce employers to make significantly greater efforts to train or retrain unemployed Canadian workers for vacant jobs. Besides, occupational training is not exclusively the employers' responsibility. It must be shared with government and schools.

The federal government supports the idea of providing training to those members of the workforce who lack adequate education and skills to compete successfully in the labour market. This support is reflected in Canada Manpower's institutional and industrial training programs. More than $2 billion in federal funds have been invested in manpower training since the passage of the Adult Occupational Training Act in 1967.

...occupational training is not exclusively the employers' responsibility

The responsibility for occupational training also rests with the education system. But the system hasn't always produced the best results in this regard. According to a draft report prepared by the Organization for Economic Co-operation and Development — and leaked to the press earlier this year — "the present quality of practical and vocational courses in high schools is not generally adequate." Canada hasn't defined educational goals "that fit the vision of the national interest." The final report, which is expected to contain only minor revisions, will be published by the OECD later this year.



Warning on a wall: "No workers, no factories".

The report says major problems remain in integrating academic and vocational curricula in high schools. "It remains customary to direct the weaker and less motivated pupils [toward vocational programs] with the result that these offerings become too unattractive to other children. It is a doubtful practice, too, to view the practical courses as busy work for children, rather than a basic vocational training of real value to the children."

And because manpower and job skill training have been neglected at the high school level, most students tend to shun manual work and to aspire to occupations where job vacancies may not be so prevalent.

A further argument against importing skilled workers is that by accepting them Canada contributes to the "brain drain" from developing countries. It must be noted, however, that the loss to these countries has been somewhat exaggerated, because in some of them, for example India and Sri Lanka, the number receiving advanced education surpasses the number of suitable employment opportunities (LG, Feb., p. 90). Moreover, Canada is committed to the free movement of people. It should be up to the country of emigration to take steps to protect itself from a loss of skilled manpower, and in such situations Canada should naturally refrain from active encouragement of immigrants.

While it is obvious that we must look to immigration to contribute to the economic, cultural and social well-being of Canada, it is clear that the current system of immigration management must be significantly modified.

Perhaps a more efficient and equitable way to achieve desired population growth would be to regulate the *total* inflow of immigrants by setting an annual target — to be determined by the country's demographic and economic needs — rather than by tightening the selection system, the traditional approach. When formulating a target each year, account would be taken of long-term needs as well as short-term pressures. The next step would be to develop effective procedures for determining and keeping close to that target.

A global quota, adjusted from time to time, could reduce the erratic character of immigration

A global quota, adjusted from time to time, would reduce the erratic character of immigration while leaving enough flexibility to adapt to changing economic conditions.

Not everyone would agree with this view, however. Some would argue that a quota system does not provide the short-range flexibility that is required. Yet without some sort of annual target, it would be difficult to achieve an even rate of population growth as well as take account of changing economic conditions and needs. The points system was never intended to regulate the *numbers* of qualified immigrants accepted, and leaving the level of immigration to vary with economic performance has produced severe fluctuations in rates. As André Raynauld, chairman of the Economic Council of Canada, pointed out:

"There are very substantial economic consequences from an alteration in the pace of population growth, either from fast to slow or from slow to fast... It would be desirable not to have too much fluctuation in immigration, no more so than it is desirable to have fluctuations in income and investment, because that generates cycles and instability in the economy that can prove very costly to Canada."

...future immigration policy will emphasize job skills and experience while downgrading educational qualifications

Having decided how many immigrants to admit in any one year — the joint parliamentary committee on immigration has recommended a minimum of 100,000 — the next step is to determine the basis of admission. It is to be hoped in this regard that immigration policy will continue to be fair and non-discriminatory on the basis of race, creed, nationality and sex. It is equally important to devise selection criteria designed to ensure that non-sponsored newcomers to Canada are well equipped to secure employment. Unless the working immigrant has a reasonable chance of finding a job related to his training and abilities, neither he nor Canadians benefit from his settlement in Canada.

Assuming that the points system is maintained for evaluating all independent immigrants, and there is no reason why it shouldn't be, practical experience in an occupation is no less important than formal education. It is therefore likely that future immigration policy will emphasize job skills and experience while downgrading educational qualifications. This would bring in more tradesmen and fewer university graduates with little or no practical experience. The Senate-Commons committee recommended that the number of points awarded for educational attainment be reduced to 12 from 20. It also recommended an extra eight points (making the total 18) for occupational training. This would diminish the advantage now enjoyed by the highly educated but inexperienced while assisting those with less formal schooling but a highly desirable set of skills.

To the extent that the points system stresses *industrial* skills, it will inevitably result in the selection of more immigrants from industrialized countries than from the developing nations. A policy which de-emphasizes such skills in the interests of a better racial balance in immigration, however, would neither serve the economic and social interests of Canada, nor would it be in the best interests of those seeking to immigrate here.

Assessing the kinds of skills that will be required to meet the needs of the country isn't going to be an easy task, however. It is difficult to make such assessments on a current basis, let alone predict what the economy will require in the years ahead. But we can at least try.

A very broad range of job classifications are rated from 0 to 15 according to national demand for the skills involved. This rating is based on the Job Vacancy Survey conducted by Statistics Canada, and the figures are adjusted monthly.

Some observers, however, are sceptical of Canada Manpower's ability to retrieve accurate information upon which short-, medium- and long-term planning can be based. The Canadian Labour Congress, for example, has pointed out that Manpower no longer has a complete national job vacancy list that could apply to immigration, even in the short run. The Congress suggests that employers be compelled to register all job vacancies with the Department of Manpower and Immigration. The parliamentary committee, for its part, suggested that Manpower's calculations might be somewhat improved if the statistical base were extended to include other information on job vacancies, perhaps from provincial or private employment agency sources.

In times of high unemployment in Canada, it would be preferable that independent immigrants had either an arranged job or the skills required in a "designated occupation" — one in very high demand in specific localities, which cannot be filled. Because an arranged job is beneficial to both the immigrant and the employer, the Senate-Commons committee recommended that 10 points should continue to be awarded to a person who has obtained a valid job offer before departure. Immigration officials must be satisfied, however, that the prospective employer offers the prevailing salary for the position, and satisfactory working conditions and benefits.

Steering immigrants against prevailing population currents...is foreign to the traditional freedom of movement of the individual

The parliamentary committee has suggested also that a successful applicant be given the opportunity to emigrate immediately — in effect be allowed to jump any queue that might have formed — on condition that he or she be prepared to take on an available job and commit themselves to a written contract to remain in the designated locality for two years. Compliance with the contract would be encouraged by delaying completion of formal landing until the immigrant has taken up employment in a designated area. Any one who failed to honour the terms of the contract in a way that indicated he misrepresented his intentions when he agreed to it would be "required to depart" from Canada.

The idea of steering immigrants against prevailing population currents, however, appears somewhat harsh, and is foreign to the traditional freedom of movement of the individual upon which Canadian society is based. Moreover, a program aimed at inducing individuals to settle in sparsely populated parts of the country probably would not succeed unless those areas were made equally attractive to Canadian citizens. It would merely be a temporary and inadequate solution. As the Canadian Labour Congress put it, if jobs were available in the rural regions that paid a "decent" wage, then both immigrants and Canadians alike would move to those jobs. But there are other, more important reasons that newcomers tend to prefer major urban centres: a greater variety of employment opportunities, better amenities and community services, the presence of relatives, compatriots or friends who speak the same language and share the same interests.

It's likely that work permits will continue to be issued to those who wish to work in Canada on a temporary basis at jobs that cannot be filled by citizens or landed immigrants. Some observers say, however, that there would be no need to bring in migrant workers if adequate wages were paid for the jobs that temporary workers are traditionally called upon to perform. The Canadian Labour Congress, for example, has suggested that better wages and working conditions, provision of transportation and suitable accommodation would attract unemployed Canadians to such jobs. The solution isn't that simple, however. Upgrading labour standards so that Canadians would want to do the work must be weighed against the pressures on the economy that would result from such a policy. Moreover, higher wages alone won't solve the labour shortages.

Nevertheless, it would be difficult to prove that certain categories of temporary workers — not to mention immigrants — are not being relegated to unattractive jobs, receiving low wages, and working under poor conditions. Temporary workers have no representation by a union for purposes of collective bargaining, and in some occupations they do not even have the protection of labour standards codes. They can also suffer psychologically by being isolated from their families and unable to speak either English or French.

Immigrant workers should be counselled on their rights...

The joint parliamentary committee noted, however, that "protections and safeguards have been instituted in an attempt to ensure that wages and working conditions are at least of a standard deemed adequate for Canadians" doing the same work. The committee also pointed out that a study commissioned by the Law Reform Commission of Canada observed that foreign workers are usually satisfied because Canadian wage levels are attractive to them.

Only twelve per cent of temporary workers now come to Canada on special programs worked out with their governments. Most are seasonal farm workers. Because they come under an inter-governmental agreement, the terms of their work and remuneration are specified in detail and enforcement is more comprehensive than Canadian migrant workers enjoy. The foreign workers have recourse to the assistance of the authorities of their country if their contracts are not fully honoured. These arrangements under which they come to Canada appear to be satisfactory. Most temporary workers stay for fewer than 200 days. In 1974, more than a third were in Canada fewer than 90 days.

Obviously, work permits must be issued only for genuinely temporary needs. Where a *persistent* need for labour arises that unemployed Canadians are not qualified or not willing to fill in a specific locality, the emphasis should be on recruiting immigrants abroad willing to do the work, provided of course that the wage offered is comparable to that paid for the same job in similar communities in Canada.

The joint committee recommended

that greater efforts be made to persuade provincial or local authorities or union locals to take a more generous approach to trade certification and apprenticeship of immigrants, and so lessen the need for temporary workers in some occupations.

The committee called also for more regular and thorough inspections and enforcement of wages and working conditions in all jurisdictions. And it suggested the appointment of an advisory board representing the federal government and the provinces to protect the rights of foreign workers.

There is also a need to tighten control over the entry to and stay in Canada of visitors who intend to reside here and work illegally. The plight of illegal aliens is a matter of concern because they are vulnerable to exploitation, intimidation and blackmail. Employers should therefore be required to make reasonable enquiries to establish that their employees are entitled to work in Canada, and be liable to prosecution for employing anyone who is not a citizen or landed immigrant, or who does not have a valid work permit.

Once persons are admitted to Canada as immigrants they must be treated on a basis of equality with citizens (equal pay for equal work and equal opportunity for jobs and promotions). This presupposes well-enforced human rights legislation, public education and community action programs to assist inter-group adjustment. Many Canadians believe we need to provide better services to immigrants. One of the principal problems is language. Another is the lack of neighbourhood centres to provide newcomers with information and advice.

Some of the initial difficulties immigrants experience in finding satisfactory employment include: a reluctance by employers to recognize their qualifications, job seniority within unions, and techniques for performing tasks that differ from those the immigrants have learned in their countries. The joint parliamentary committee pointed out that "because the present appraisal of education is not sensitive to qualitative differences, newcomers on arrival in Canada are frequently faced with difficulty in finding employment in their occupations or professions. Accordingly consultation should be undertaken with a view to establishing Canadian equivalencies for foreign education and training."

The committee called... for more regular and thorough inspections and enforcement of wages and working conditions

Reform is also needed in a couple of other areas. Prospective immigrants should be counselled on their rights before leaving for Canada and advised where to secure help on arrival if needed. This would help to minimize exploitation based on an immigrant's ignorance and his fear of losing his job if he chooses to exercise his rights. The Canadian Labour Congress, among other organizations, has expressed the view that immigrants are woefully ill-informed or misinformed on their rights to transfer from one job to another, on labour standards, availability of medical and social services, unemployment insurance and language instruction. The Congress has suggested that each immigrant be handed at least a simple statement of his or her rights as a worker based on federal and provincial legislation and practice and printed in the immigrant's own language as well as in English and French.

Employers for their part must ensure that immigrant workers are aware of the risks to which they may be exposed in their jobs, that they understand safety regulations, instructions and warnings. This would help to minimize death and injury on work sites.

Perhaps the Government could also take the Congress up on its suggestion that a study be conducted of the perceptions of Canada and Canadian life by immigrants in a variety of countries, and of information procedures that confirm or modify these perceptions. The central labour body said its members receive "countless" complaints of misrepresentation by immigration officials abroad as to the nature of job opportunities, income levels, the cost of living, and the availability of housing in Canada.

The Congress feels that information about Canada given to immigrants should also include a "recitation and explanation" of the preamble to the Canada Labour Code. Immigrants are apparently "not being told that free collective bargaining is accepted in public policy as a basis for determining working conditions." And, the Congress tells us, "some employers are doing everything in their power to prevent immigrant workers from exercising their rights to organize trade unions... Immigrants are easily intimidated by employers who lay off, or threaten to lay off at the slightest indication of union activity."

In conclusion, it would appear that much remains to be done to improve our system of immigration management and to assist the immigrant, particularly during his or her first few months in Canada. lg

The foregoing is the text of an address by the author to a symposium on immigration law and policy held March 5 and 6 at the University of Ottawa.

Fair comparison criteria: — a basis for public-sector collective bargaining in P.E.I.

by G. K. Cowan

A "socially just trade off" and better communications are providing a workable alternative to sheer power-struggle bargaining for public servants, school and hospital employees in Prince Edward Island.

Four years ago, employee organizations in schools, hospitals and the public service, agreed that the time had come to remove final decision-making on employee incomes from the provincial government's total control and to establish a negotiations procedure with a separate decision-making process. Nearly 8,000 employees would be involved, creating the largest bargaining units in the province. A brief experience with a consultation process had preceded this decision.

Starting without a background of hostility or strongly entrenched preconceptions, the parties were able to innovate. A special committee of the cabinet conducted meetings with employee groups and sought information on other public experience through staff studies and contacts.

The parties agreed on the need for a procedure that would ensure the negotiation of incomes for employees that were fair both to the public and to employees, without having to resort to a continuous power struggle accompanied by breakdowns, work disruptions, employee-government alienation, and corresponding public irritation.

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Initial studies pointed out the need to relate public service incomes to those of the private sector, so as not to give powerful unions in the public sector an unfair advantage within the economic system, and so that public service units without bargaining clout would not drop significantly behind private sector pay capabilities.

To implement this principle, the Economic Council of Canada in its *Third Annual Review* urged governments and unions in the public sector to "maintain as close a relationship as possible with wages, salaries and other benefits paid by 'good employers' in the private sector...on a current basis without excessive delays."

Starting without a background of hostility or strongly entrenched preconceptions, the parties were able to innovate

In addition there is a need to define a "good employer," in terms of criteria such as sufficient size, steady operations, modern efficiency, modern employer-employee relations, and so on. This would permit the parties to jointly agree on those companies that fit the criteria, and that will then be studied for total income comparisons as a preliminary step in negotiations; a step causing a major narrowing of the gap between offers and demands, easing settlements, and making it possible for the parties to trust an arbitrator to settle irreconcilable differences, since the arbitrator too must follow the criteria, thus reducing the risks of a "ridiculous" award. In fact, an arbitrator is seldom ever required.

Such criteria have been developed for public employees in Britain and New Zealand. They have also been used in Sweden where wages in the export industry provide the comparability data, and in the United States — for Michigan's police and firemen and in New York City. The Tennessee Valley Authority has established rates related to private sector and negotiated pay in area for over 30 years, while Alaska Railroads scales relate to mainland U.S. rail rates. In the words of U.S. President Ford's June 13, 1975 memorandum establishing a panel on federal compensation, "a system that is fair and equitable both to the employees and to the public" should be based on "the

principle of comparability with non-federal employees."

Based on the above principles, P.E.I. public employee groups and the government — in joint committees — developed legal regulations for negotiations and arbitration that include such criteria as:

- comparison with the "better paying" P.E.I. private sector employer, of suitable size;
- where no suitable comparisons exist on P.E.I., comparisons are to be made with parallel government or private jobs in other Maritime provinces but taking into account "economic capability" differences, including receipt of federal aid, among the provinces;
- general provisions such as the need for adequate employees, internal classification distinctions and the interrelation of pay between different professional and non-professional groups in both private and public sectors.

By agreement of the parties, silence is maintained on the strike question, with no reference to penalties against strikes, nor to prescribed strike procedures — thus placing total emphasis on negotiations or arbitration to settle differences. The Labour Act however does provide penalties for strikes in hospitals.

This assumes, so far correctly, that the procedure will permit the negotiated settlement of virtually all differences, while accepting the fact that a group walkout could occur for various reasons. Should this happen, attempts to solve the problem would be instituted relying ultimately on legislative action, if required.

If incomes for public servants are to appear to be fair to both employees and to the public, to

A "socially just trade off" has been arrived at whereby government is "committed" by Acts or regulations to provide public employees with incomes up to the 'good employer' level...

make them acceptable, it must be possible for employees to earn, and *know* they are earning, what they could earn with a good company or a nearby government without placing unfair tax burdens on the public.

Such an approach enables government to present a strong case to its employees and to the public, and provides union leaders with a basic argument for "acceptance" of a settlement should any serious breakdown occur.

A "socially just trade off" has been arrived at whereby government is "committed" by Acts or regulations to provide public employees with incomes up to the good employer level, while employees accept the limits of this level of income as fair and economically justifiable.

A conscious decision was also made by the responsible Ministers to establish, as far as possible, harmonious working relations with the official employee representatives and employees themselves to reflect a recognition of the commonness of function and purpose among employees and managers in government. The negotiating criteria above reflect this community of interest. Both sides in government exist only to provide a service, but the goal of profits can add a divisive element between the sides in a private company.

Provisions are made in the regulations for joint gathering and sharing of data related to comparability factors six months prior to the start of negotiations as a means of reducing or eliminating the usual quarrels over data.

Also, joint training sessions that have been jointly organized and presented take place for both government-employee representatives and involved managers to explain the negotiating system, provisions of a new contract, procedures for handling grievances, and so on.

Joint committees have also been established at different levels to discuss day-to-day problems of working relationships and to find working solutions before these problems fester into serious issues affecting bargaining. "Any matter of serious concern to either party" may be raised at these meetings.

An appeal board on classifications which has also been set up, has the power to reject classifications,

Managers are provided with the same comparability criteria for their income determination as non-management employees...

requiring the Civil Service Commission to reconsider them.

The government also pre-determined unit size and areas for negotiating purposes by regulation, providing large units covering, as in the case of the civil service, all classifications in an attempt to reduce friction and competition between classifications and to require all employees of a function to be included at one time rather than in a piecemeal development.

All management in the civil service — excepting Cabinet staff, deputy

To date, through two sets of negotiations, neither conciliation nor arbitration has been required

ministers, and those involved in negotiations on behalf of management — and all school principals are included in the bargaining unit for negotiating pay and related matters on the understanding — as in the British system — that membership in the employee association must in no way interfere with the managerial functions of the member. The final step in grievances, which are minimal in number, is to be taken by an excluded person. In P.E.I., as in Britain, it has to date, proven viable. It avoids the conflicts created by the federal government's artificial division up-the-middle of its management employees for bargaining purposes.

Managers are provided with the same comparability criteria for their income determination as non-management employees, largely eliminating favoritism or uneven salary developments in different departments.

A recognition procedure is also established in the regulations whereby the minister responsible for a unit is required to recognize an employee organization once sufficient signatures have been provided. Regular open periods for changing organizations and voting procedures in case of more than one application or if serious doubts are raised, are included.

Conciliation and arbitration processes are also detailed in regulations and established for the parties, upon request, by the minister of labour. Either party may request arbitration consisting of a single arbitrator if jointly agreed, or a three man board, with a jointly chosen chairman. Only unresolved issues may be subject to arbitration, unless the parties are otherwise agreed, in order to facilitate an award.

To date, through two sets of negotiations, neither conciliation nor arbitration has been required.

Subjects for contract negotiation are limited, initially, to pay and related matters on the assumption that the consultation process will be an effective instrument for dealing in a non-pressured time span with some complex issues. The common and often constant wrangling over management rights is by-passed by not attempting to detail every right but rather to concentrate on solving real problems. The principle of "fair comparability" also permits change.

The general procedure has permitted a considerable catch-up in incomes for P.E.I. public employees during the past three years

Acts and regulations place the final control of negotiations on management's side in the hands of Treasury Board. Each department, however, is closely involved in negotiations. A cabinet committee has been accountable for Acts and policy decisions, reflecting the reality of public service collective bargaining in which the political side of government is inevitably drawn into the resolution of serious problems and therefore requires a strong role in policy formation and in making certain that the policies are being pursued at all levels, especially when problems created by management could reflect on the relationship with unions and ultimately on bargaining.

In order to encourage speedy development of negotiations as the employee organizations become ready to proceed, it was decided to alter the School, Civil Service and Hospital Acts slightly, enabling them to give legal authority to regulations on the details of negotiations that would later be passed by the Cabinet after suitable consultation with the parties. The regulations route also permitted some flexibility to meet ongoing problems in what was first described as an "experimental" period by the government as each group became organized and new regulations were established under the particular Act required. Each set of regulations contain the same basic provisions in order to ease the development of a separate, all-encompassing Public Service Act and regulations should this be desired at a later date, or if more detail were to be placed into the separate Acts, instead of in regulations.

The general procedure has permitted a considerable catch-up in incomes for P.E.I. public employees during the past three years. Since each job is to be related to comparable jobs in the private sector or in surrounding governments, some pay increases within the public service varied greatly, as the outside comparables varied. This caused some initial concern until the system became understood. Across-the-board increases had been the usual method of previous years, and had created certain distortions. The system also assumes that government policy on inflation and related economic matters will deal with all employed persons on a common basis and not treat government employees on a separate basis, making them "examples."

The success of many Commonwealth countries with the "fair comparability" system seems to be reflected, to date, on Prince Edward Island. The principles bear examination for wider application. lg

Labour merger in Québec — a case against it

by Yvan Guay

The idea of merging Québec's major labour bodies was raised anew at the Québec Federation of Labour's 14th annual convention in Québec City, last December. Despite a generally cool response to the idea, during the course of the convention several long-time trade unionists strongly endorsed the concept.

Prominent among its supporters was Yvon Charbonneau, president of the province's largest teachers' federation — the 75,000-member Centrale de l'enseignement du Québec (CEQ). He officially requested the 270,000-member QFL, and its rival — the 185,000-member Confederation of National Trade Unions (CNTU) — to discuss a merger with the CEQ.

Even if support for such a merger were to be mobilized within the Québec labour movement, it is important to remember that it will be a long time before Québec trade unionists are autonomous enough to take such a step. A major practical consideration is that — according to Statistics Canada — almost as many Québecers belong to American unions (344,000) as belong to Canadian unions (378,000).

The lack of organizational similarity in the union structures of the largest labour bodies — the QFL and CNTU — is, however, perhaps the largest obstacle to any kind of merger. The QFL is really, as its name implies, not a true central body but a federation of trade unions. Its head offices and decision-making centres are for the most part in the United States.

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Considering that Montréal is the city with the largest number of members of American trade unions (215,000) in Canada, and that the great majority of them are members of the QFL, it is obvious that this pseudo-central body is not about to attain autonomy sufficient to achieve self-determination.

Nevertheless, we should not underestimate the present tendency of Canadian trade unions to demand greater autonomy from their American head offices. For example, the 25,000 Canadian members of the Brotherhood of Railway, Airline and Steamship Clerks have formed an autonomous national section within their international trade union. Leaders of the Canadian Brotherhood expect this compromise formula to be followed by other international unions. It must be noted that so far, the effort some international unions have made to become more Canadian in their operations has caused outright separation from the parent body. A case in point is the paper workers, who last year formed an independent trade union affiliated to the Canadian Labour Congress.

Other workers are not inclined to give financial support to strikers who generally earn more than they themselves do

Charbonneau mentioned the necessity for a joint organization in every region of Québec as a second prerequisite to the merger of Québec's central labour bodies. In that connection, the CEQ president pointed out that "when Québec workers succeeded in scoring points against certain American giants, it was through their local or regional mobilization." He gave as an example the Firestone strike in Joliette, which ended in victory following an unprecedented mobilization of local support. Nevertheless, it must be realized that such mobilizations of workers are rather infrequent.

...union members who are not on strike soon get tired of giving financial support to strikers, especially if they belong to a rival central labour body

In Joliette, for instance, the strikers were able to hold out for such a long time because they were so few and because the local population was on their side. Most of the strikers were able to find temporary jobs, and during the conflict several earned incomes larger than when they worked for Firestone. To win the support of the community, as they did in Joliette, the strikers must not be so numerous that they become a burden to the region, and the community must be convinced that the strike is justified. Other workers are not inclined to give financial support to strikers who generally earn more than they themselves do. Furthermore, the strikers must be considered to be integral members of the community. This is not often the case in urban centres, where relationships among citizens tend to be impersonal.

It is obvious that "scoring points" against large enterprises, as Charbonneau puts it, requires a rather unusual combination of circumstances. The point is best illustrated by the rarity of such trade union victories. If the unions of the various central labour bodies were willing to replace those exceptional local circumstances by inter-union agreements of strategy, they would undoubtedly not be any more successful. It must be realized that "agreements on strategy" between trade unions often fizzle out, first of all because the various central labour bodies are jealous of their autonomy, and then because such agreements are made at the executive level, without a true participation of the union rank and file.

Finally, union members who are not on strike soon get tired of giving financial support to strikers, especially if they belong to a rival central labour body. Indeed, long-lasting strikes usually have the effect of diminishing the enthusiasm of organized workers. They do not readily accept the notion that their union dues will help the strikers of another central labour body, while the strike benefits of their own organization are already insufficient for their own needs.

Trade union theoreticians like Charbonneau, believe that this mutual suspicion of the central labour bodies is harmful to the unity of the trade union movement, and that without this unity no successful fight can be waged against the large employers. That is the reason Charbonneau favours establishing a common program. Yet endorsement of such a program is precisely what is most difficult to obtain from the majority of trade unionists. The QFL alone unites more organized workers than the other two main central labour bodies in Québec — the CNTU and the CEQ.

The union philosophy of the QFL is for the most part that of the American labour movement, which reflects the principles of the market economy of the American enterprises such as higher salaries, shorter hours of work, and the absence of political commitment. On the other hand, the leaders of the CNTU and the CEQ intervene constantly in political debates in the name of their respective bodies. Many members of the CNTU and all the members of the CEQ are employed by the provincial government. Added to this, the socialist and nationalist convictions of a large number of the leaders of these two labour union groups make the CNTU and the CEQ the political ideological centres of Québec's labour movement.

Nevertheless, the majority of their members do not necessarily favour politicization of their unions. The lack of indignation, not to say the relief of the majority of the members of the three large central labour bodies — the QFL, the CNTU and the CEQ — when their leaders, who had encouraged civil disobedience by rejecting the government's back to work order in 1972, were jailed, is proof positive of that. The common front of the three bodies in 1972, which was as political as it was trade unionist,

...the use of trade unions as political organs is doomed to failure because it does not reflect the will of the majority of organized workers

proved that in Québec as well as in the rest of North America, the use of trade unions as political organs is doomed to failure because it does not reflect the will of the majority of organized workers.

Considering the different attitudes of the QFL, the CNTU and the CEQ concerning the politicization of the labour movement, and the hostility of the majority of the members of trade unions to the politicization of their organizations, it is obvious that the three conditions that Charbonneau considers essential to the merger of the central labour bodies are not on the verge of being met. Is this situation to be deplored or rejoiced at?

Considering that a monopoly — be it of trade unions or employers — holds more disadvantages than advantages, rejoicing is in order. From the beginning, and particularly since the advent of the multinationals, the trade unions have attacked corporate monopolies, whose hegemony and arbitrariness are possible precisely because of the absence of adequate competition. Why should it be different in the case of trade unions?

Leaders of the central labour bodies are generally career men who have succeeded in retaining their positions of power, despite policies and decisions disapproved by the majority of their members, because union democracy can be circumvented. The central labour bodies, by not allowing the rank-and-file members to elect directly their top leaders, isolate the latter from the rank and file and create the conditions under which a clique is able to perpetuate itself by the very nature of the organization. Once in power, a group can maintain itself in office almost indefinitely. The danger of eliminating the rivalry among the central labour bodies by their merger is obvious, considering that the leaders of two of the three large bodies — the CNTU and the CEQ — and certain members of the executive of the QFL, are more interested in playing politics than in practising trade unionism.

Trade unions are not political parties. They were created to defend the interests of workers as workers, not as citizens — in other words to improve their salaries and their working conditions rather than their political system or their social status. As a matter of fact, North American trade unions tend to include the political spectrum: liberals, conservatives, nationalists, and socialists. Therefore, we cannot condone the imposition

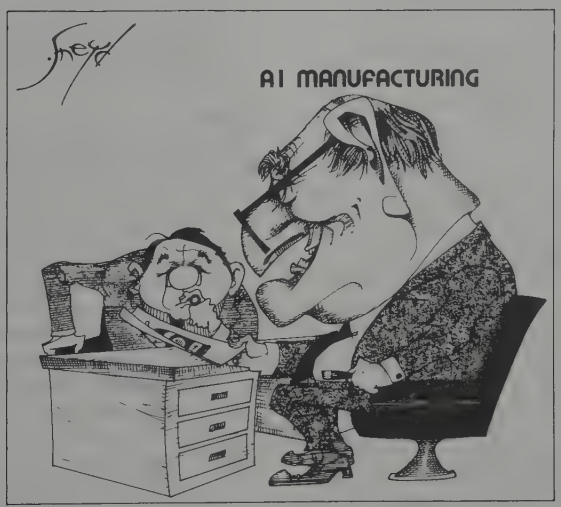
Considering that a monopoly — be it of trade unions or employers — holds more disadvantages than advantages, rejoicing is in order

upon all the members of a trade union — and still less upon a central labour body — the political opinions of even a majority group.

Sociologist Gérard Dion of Laval University, a tireless defender of the working class, stated last September that Québec trade unionism had become "a conservative force impeding desirable and necessary social change." He said "union leaders are comparable to dishonest politicians." That devastating judgment comes from a stalwart friend of trade unionism. But trade unionism has for several years become in Québec, as in the rest of North America, a business matter for a large number of specialists: negotiators, legal advisers, organizers, and others. The members are considered mainly as contributors and sure sources of income for those trade union careerists. It is therefore inevitable that an increasing number of organized workers want their trade unions to devote themselves more to defending their interests than to ensuring an income for the specialists.

A multiplicity of competing central labour bodies is therefore essential, even if it were only to enable workers to force the leaders of their respective organizations to be more respectful of their will and more anxious to defend their real interests, by threatening to go over to a rival central body.

The foregoing was condensed from an article in **La Gazette du Travail.**



"Just paint it green, call it 'New & Improved' — and up the price!"

The changing stance of the professional employee

The spectre of Canadian professionals turning politically to either the extreme right or the extreme left has been raised by L.W.C.S. Barnes, a former executive director of the Professional Institute of the Public Service of Canada.

His platform was not a political meeting but the Industrial Relations Centre at Queen's University, where he conducted a series of lectures as a visiting senior research fellow. This resulted in the centre publishing his lectures under the title, *The Changing Stance of the Professional Employee,* the 29th in its series of research monographs.

In his paper, Barnes attributes this changing stance to several growing trends that will induce the non self-employed professional to make demands bearing "virtually no resemblance to those of his predecessors a generation ago."

Among the trends he predicts are a lessening of professionals' involvement in their employers' decision making, a lessening of the differential between their salaries and those of blue-collar and other white-collar workers, and growing involvement of government in their lives "coupled with increasing concern about the effectiveness with which their interests are being represented."

Barnes believes today's employed professionals are becoming more politically conscious, and he says this could result in their becoming more politically involved.

Some observers see professionals joining the ranks of the far political left, and Barnes sees no lack of evidence to support this thesis. He notes however that other observers, including Professor Albert Blum of Michigan State University's School of Industrial Relations, see professionals joining the extreme political right.

Barnes credits Blum with drawing attention once again "to the contribution which the crash of the dreams of the middle classes in Italy and Germany during the inter-war years made to the rise of fascism in those countries."

To people who find the prospect of professionals as political activists of the extreme right "inconceivable," Barnes offers this reminder:

"It might be well to recall that it would have been equally inconceivable 20 years ago to imagine professionals engaging in industrial action of a type which would result in medical personnel walking out of hospitals, scientists barring access to government research establishments, and university professors withholding their students' final marks.

"It behooves all of those who value our traditional democratic system, whether we be involved in management, in the unions, in

government or in the academic world, to pay due heed to these lessons of history lest we eventually find ourselves in the sad position of having to re-learn them in our own country."

Barnes points out that employment prospects for professionals are no longer good. New university graduates are not finding jobs as easily as their counterparts did a generation ago. Even professionals who are now employed and have more security than most other members of the labour force, "are becoming increasingly aware that this inner pillar of their life style is no longer as reliable as they once believed it to be."

He observes also how the status of the typical professional has changed. He is unlikely to be "a doctor in his office, a lawyer in his chambers or a parson in his pulpit." Instead, he is much more likely to be "either one of 20 chemists in a quality control laboratory or one of 500 meteorologists in a federal government department or, perhaps, one of a thousand engineers in an aerospace plant."

"He is no longer, in fact, a self-employed practitioner of a calling for which he has received appropriate training and licence, but an employee utilizing his education and skills and carrying out his responsibilities... an employee with a salary scale, an attendance register and, often, a very uncomfortable feeling about his role and his future in the overall planning of things."

In the 19th century and even the early 20th century, professionals were closely integrated with the policy-making role of the entrepreneurs because of their responsibilities and the smaller size of the establishments in which they worked. But this is no longer the case, the paper points out.

It also describes a common reaction of newly-hired university graduates to their first employment as professionals of the 1970s:

"Having spent their formative years in an atmosphere where their right to challenge and question the accepted norms of society was regarded as being of fundamental importance, they were then faced with the reality of their true significance and influence as individual professional employees in the ever-expanding national and supranational industrial complexes.

"It is small wonder that the effect of this traumatic shock is liable to be such that the young graduate's job satisfaction often falls to its lowest level of his working life at the end of his first year in his first job."

Hence there has arisen a steadily increasing demand for participation in the decision-making process, "and, more particularly, in areas having direct social consequences," such as pollution for engineers; curriculum content and class size for teachers, and determination of case loads for social workers.

Professionals' attitudes toward collective bargaining have also changed, Barnes writes, as they see blue-collar workers improve their relative economic position. But the problem is one of more than just economics:

"The unorganized professional worker, like his other white-collar associates, found that not only was his relative economic status being undermined by the militant upthrust of organized labour, but that his views on the development of society in general, and of the economy in particular, were receiving little attention in the halls of government compared to the consideration that was given to the opinions of both 'big labour' and 'big business'."

In the last decade or so, there has been a trend among professional employees toward organization in associations or unions that "are not always associated in a formal way with the bulk of the organized labour movement."

Nevertheless, Barnes sees a closer association developing in the next few years between white-collar and blue-collar unions, at least in the field of economics and perhaps of political action.

While some professionals now have a "hangup" about the word "union," and particularly about the term "professional unions," Barnes suggests that within ten years there will be far less reluctance "to recognize things for what they are without the need for an implied apology."

He also observes that employed professionals have become increasingly less willing to accept the traditional concept of management rights, and also sees "the strong possibility of a growing conflict in this area."

Job security is another area in which professionals are showing concern for an objective for which "blue-collar workers have always striven."

"No longer is the professional automatically a rare resource for which there is a continuing demand, with all the economic strengths and advantages which that situation can normally be expected to provide," Barnes writes. "Not only are many professionals forced to take jobs which yield them far less personal satisfaction than they had anticipated, but they are jobs which, from the employer's viewpoint, are becoming less significant in the overall operation. When the economic crunch comes, they are increasingly expendable," Barnes concludes. lg

Labour legislation in Canada, 1975

Part 1C — public sector

by Nicole Marchand

During 1975, eight jurisdictions adopted new legislation or amended existing legislation governing collective bargaining in the public sector. The groups directly affected by these changes include teachers, hospital workers, health and social service employees, civil servants and construction workers. This article outlines the major legislative changes.

Teachers

In Ontario, three pieces of legislation related to the education sector received Royal Assent on July 18. The School Boards and Teachers Collective Negotiations Act, 1975 provides procedures for collective bargaining between schools boards and teachers. Negotiations may take place between two or more boards and two or more of the following bodies: l'Association des

Nicole Marchand is an officer in Labour Canada's legislative research branch.

Enseignants Franco-Ontariens, The Federation of Women Teachers' Association of Ontario, The Ontario English Catholic Teachers' Association, The Ontario Public School Men Teachers' Federation and the Ontario Secondary School Teachers' Federation (these bodies are called branch affiliates).

The Act provides for the appointment of a fact finder where negotiations come to an impasse, and for a choice by the parties of voluntary binding arbitration or final offer selection. Strike action is permitted only where no agreement is in force, notice to bargain has been given, the parties have been through the fact finding procedure and the teachers have rejected the last offer of the school board by secret ballot. A strike vote must also be taken and at least five days notice of the strike and of the date on which the strike will commence must be given by the branch affiliate to the school board.

The Act establishes the Education Relations Commission which is composed of five persons appointed by the Lieutenant-Governor in Council for a term of one, two or three years so that as nearly as possible one third of the members retires each year. Among other things, the duties of the Commission are to provide assistance to the parties in reaching or renewing agreements, to select and, where necessary, train persons who may act as mediators, fact finders, arbitrators or selectors, and to supervise votes by secret ballot.

The Colleges Collective Bargaining Act, 1975, provides for negotiation procedures between the Ontario Council of Regents on behalf of the board of governors of the colleges of applied arts and technology and employee organizations representing persons employed as academic or support staff. Provisions related to strike action are similar to those contained in the legislation applying to teachers employed by school boards. The Act establishes the College Relations Commission which is composed of five persons appointed by the Lieutenant-Governor in Council. It is the duty of this Commission to maintain an awareness of negotiations between the parties, to provide assistance to the parties in the making or renewing of agreements, and to determine the manner of conducting and to supervise votes by secret ballot pursuant to the Act.

The Provincial Schools Negotiations Act, 1975, provides that with minor exceptions, the provisions of The School Boards and Teachers Collective Negotiations Act, 1975 are to apply to teachers employed in schools operated by the Ministry of Education, the Ministry of Correctional Services and the Ministry of Health.

Hospital workers

In March 1975, regulations pursuant to the Hospitals Act were adopted in Prince Edward Island. These regulations provide that all permanent employees employed by any hospital in Prince Edward Island, in all job classifications, are designed as a single unit for the purposes of negotiations. However, employees who are included in a collective agreement that has been negotiated by a bargaining agent or union certified by the Prince Edward Island Labour Relations Board, or are in negotiation for such a collective agreement are excluded from the single bargaining unit. Medical doctors, the chief administration officer and those designated by each employer to engage in negotiations are also excluded.

Health and social service employees

In Québec, an Act to amend the Act Respecting Health Services and Social Services, received Royal Assent on June 19, 1975. The amendment provides that when a person who becomes a member of the board of directors of an establishment (hospital centres, local community services centres, etc.) ceases by that fact to qualify in the establishment as an employee within the meaning of the Labour Code, his conditions of employment continue to be governed by the collective agreement then in force for the employees of the establishment, or any other subsequent agreement, for such time as that person remains a member of the board of directors.

The Québec legislature also adopted on December 19, 1975, the Act to Ensure the Provision of Essential Health Services and Social Services in the Event of a Labour Dispute. The Act contains provisions regarding the identification and maintaining of essential services in the field of health services and social services and introduces special provisions as a complement to the existing provisions of the Labour Code governing negotiations in respect of essential services, the honouring of agreements in their regard, and the acquiring of the right to declare a strike or a lockout. The Act provides for the appointment by the Lieutenant-Governor in Council of a commissioner and assistant commissioner for essential services. The commissioner determines the essential services where the parties cannot agree on these services. The decision may be changed after consultation with the parties. However, the final decision of the commissioner or one of his assistants is not subject to appeal.

Civil servants

The Public Service Employment Act was amended by Parliament on June 16, 1975 to provide equality of status thereunder for male and female persons. Reference to age has been deleted from provisions of the Act relating to selection standards. The amendment also provides that in applying the selection standards, the Public Service Commission may not discriminate against any person by reason of marital status or age.

Parliament has also amended the Public Service Staff Relations Act. The amended legislation received Royal Assent on July 21, and was proclaimed in force on October 1. The Act provides that the Public Service Staff Relations Board will now consist of a chairman, a vice-chairman, not less than three deputy chairmen and such other full-time members and part-time members as the Governor in Council considers necessary.

The Act also provides for the Board to take over the functions and powers of the Arbitration Tribunal except where the chairman considers it desirable to appoint an outside arbitrator. The Board must assign members to hear and adjudicate upon grievances referred to adjudication.

Regulations and Rules of Procedure of the Public Service Staff Relations Board adopted in April 1967 have been revoked. The new regulations became effective on October 2, 1975. They contain provisions related to certification procedure, designation of managerial or confidential persons, procedure

for revocation of certification, dispute process specification, designated employees, declaration that strike action is unlawful or lawful, consent to prosecute, complaints procedure, arbritration and grievance process and adjudication procedure.

In British Columbia, the Public Service Labour Relations Amendent Act, 1975, received Royal Assent on June 20. The Act provides that for the purpose of collective bargaining every employee (as defined in the Act) is included in one of three bargaining units namely the nurses' bargaining unit, the licensed professional unit or the public service bargaining unit. The amendment also provides that no person may declare or authorize a strike and no employee may strike until a strike vote by secret ballot has been taken by the employees in the bargaining unit or occupational group affected and a majority of the members have voted in favour of strike action.

In February, the Ontario legislature adopted the Crown Employees Collective Bargaining Amendment Act, 1974. By virtue of this Act, the scope of bargaining is enlarged to include promotions, demotions, transfers, layoffs or reappointment of employees, classification and job evaluation system.

All matters in dispute coming within the scope of bargaining are decided by a board of arbitration where a collective agreement is not reached pursuant to the procedure prescribed by the Public Service Labour Relations Tribunal within 30 days after the appointment of a mediator. The dispute may also be submitted to arbitration where the Tribunal decides that mediation procedures would not be effective. The Act establishes the Grievance Settlement Board composed of a chairman, one or more vice-chairmen and an equal number of representatives of employees and employers. The Public Service Labour Relations Tribunal will now consist of a chairman, one or more vice-chairmen and members representing the employers and the employees in equal number. Provisions relating to successor rights as bargaining agent in case of merger or transfer of jurisdiction have been added to the Act. It is important to mention that only few sections of the Act have been proclaimed in force.

Regulations made pursuant to the Public Service Act and relating to leave-of-absence for the purpose of childbirth have also been amended in Ontario. The leave-of-absence will be for a period of at least 17 weeks or for such shorter period as the employee may request. The amendment provides that on returning from leave-of-absence (for the purpose of childbirth) a female public servant is to be assigned to her former position and is to be paid at the level in the salary range that she had attained when the leave was granted. If her position has been abolished, she must be assigned to a position in the same classification and be paid at the level in the salary range that she had attained when the leave-of-absence was granted.

Construction workers

The Québec legislature amended its Construction Industry Labour Relations Act on May 22, 1975. Among other things, the amendment provides that any person found guilty in Canada or elsewhere of common assault, intimidation, trafficking in drugs or conspiracy to commit such acts may not act as union executive or representative, agent or job-site steward. Unless a pardon is granted, the disqualification continues for five years. Conviction for murder, attempted murder, manslaughter, robbery, extortion, arson, breaking and entering, fraudulent misuse of funds, kidnapping, intentionally causing bodily harm with intent to wound, disfiguring a person or endangering the life of any person or conspiring to commit any of such acts prevents any person from acting as union executive, representative, business agent or job-site steward unless a pardon has been granted.

The Act also provides that no employees' association, agent or representative is to encourage a strike or slowdown of work, and no employers' association administrator or officer is to support a lockout during the term of a decree. At proceedings following such strike, slowdown of work or lockout, the accused must prove that he did not order, encourage or support it or that he did not take part therein.

On January 27, the Office de la Construction du Québec was established by an Act of the Québec legislature. It replaces the Construction Industry Commission and the Construction Industry Social Benefits Committee. The Office is entrusted with the application of the decree and consists of three members appointed for not more than ten years by the Lieutenant-Governor in Council. The Act provides for the establishment, by the Minister, of the Joint Committee on Construction. This Committee has the task of deciding any dispute respecting the interpretation of the collective agreement or of the decree. It consists of twelve persons, six representing the employee associations and the other six representing the employers' association. The Association of Building Contractors of Québec is the sole employers' agent for negotiation purposes. The Office is responsible for the employment of construction employees and is entrusted with the carrying out of any legislative or regulatory provision respecting the safety of construction workers. lg

forum

FORUM invites readers to freely express their opinions on topics of concern to the working population.

Letters must be signed and length should not exceed 600 words.

A unionist's view of Bayda proposal

His [Bayda's] recommendations (LG, p. 136) reflect a narrow juridical approach to what is really a dynamic relationship between labour and management. He repeated the mistake that another eminent jurist — the late Ivan C. Rand — made seven years ago when he served as a one-man royal commission on labour disputes in Ontario. Rand's report, if acted upon, would have stripped unions in Ontario of most of their rights, and transferred them to an industrial relations tribunal.

"Capital and labour," Rand wrote "have in this country reached a stage where they must accept limitations on the impact of their associated action, including strikes, on the public interest."

This is a general statement with which it would be difficult to argue. Certainly there must be some limits on the extent to which labour-management disputes can be allowed to endanger the economy or disrupt vital services.

The trouble with Rand in 1968, and with Bayda in 1975, is that they didn't know where to draw the line. They ran amok through the whole realm of collective bargaining clamping on shackles, slamming down bars and strewing red tape everywhere.

Essentially, this is the authoritarian's solution to a problem involving conflict between two parties: Make the conflict illegal and the problem disappears. Ban or curtail strikes in the public sector and in "essential" private industries, and refer disputes to a tribunal of outside "experts."

This is all very neat and precise and orderly. It is a simple matter to suppress conflict by fiat; it saves the trouble of having to deal with the causes of the conflict. The only trouble is that, being incompatible with any concept of a free society, it can't be made to work."

Ed Finn in *The Toronto Star*

Industrial relations course at U of T

I am writing to correct an omission in the article by Professor Harish C. Jain in the November 1975 issue of *The Labour Gazette*. The article, entitled *Managerial Education: The Weak Link in Industrial Relations*, does not indicate that a Master of Industrial Relations program will begin at the University of Toronto in September 1976. I assume that Professor Jain wrote the piece earlier, before he became aware of our new graduate program.

The Master of Industrial Relations program can be taken either on a part-time or full-time basis. The program will draw students from a variety of backgrounds, including persons who have worked in, or are currently working in, unions, management, and the public sector.

First year students will obtain the basic background requirements in quantitative methods of research and in the three main areas of study: unions and collective bargaining, labour market and manpower policies, and personnel and organization behavior. Second-year students take the core courses in industrial relations along with specialization in one of the three areas of study. Available courses include: economics, education, history, law, management studies, political science, psychology, and sociology.

Noah M. Meltz
director, Centre for Industrial Relations
University of Toronto

Detrimental effects of minimum wages

Recent and planned increases in the minimum wages in effect in several provinces and in areas under Ottawa's jurisdiction have revived economists' warnings that such boosts may look good to politicians but may well have adverse effects on inflation and unemployment.

In recent years, minimum wages across Canada have risen more than the average increase in manufacturing wages. And some economists are suggesting the result was what was forecast in 1972 by Harry J. Waisglass, then director-general of research for the federal labour department: "It could lead to an intolerable increase (in unemployment) and cause the major burden to fall precisely on the workers it was designed to help."

Labour's answer is that there is no evidence that minimum wage levels have this effect. Thus George

Meany, president of the AFL-CIO, said last May: "This is the argument that we've got for 40 years, that minimum wage increases cause unemployment. And the test of time can be applied here. This just has never happened."

And thus the B.C. Federation of Labour last November called on the B.C. government to increase the B.C. minimum wage to $4.50 an hour. (It now is $2.75 for persons 18 and over, $2.35 for those under 18. These rates are to increase to $3 and $2.60 on June 1. Minimum wages basically cover all workers but domestic staff and farm labour.)

Economists agree they have a hard time proving their case with statistics. Milton Friedman, dean of conservative economists, said: "The people who are hurt are anonymous and their problem is not connected to its cause; the people who join the ranks of the unemployed or, more likely, are never employed because of the existence of the minimum wage..."

But some economists are suggesting there does seem to be a strong link between the minimum wage rate and the ability of young persons to find jobs. At the year-end, Québec and B.C. had the highest minimum wage rates; they also had the highest rates of teen-age unemployment in Canada. The existence of the link may be unproved, but it is a cause for concern.

Much emphasis has been given in debate on minimum wage rates to the effect on those already employed. A 1973 study by the B.C. labour department, following an increase in the B.C. rate to $2 an hour, found that only 5.2 per cent of firms that responded to the study poll reported they had laid off staff. Something like 350 persons were laid off, almost half of them part-time workers. Meanwhile, some 8,100 workers got direct or indirect pay raises.

Case proved in favor of the increase? Not quite.

The other side of the coin is the less-visible effect on those who cannot get jobs because they have been priced out of the market by the minimum wage. And 20 per cent of the firms polled reported that, as a result of the increase, they had refrained from increasing employment. (See LG Oct. p. 707)

Editorial in the Vancouver *Province*

The anti-inflation board and collective bargaining

In its statement on compensation the anti-inflation board says that "it is not the intention of the board to replace the collective bargaining process... It is expected that the parties will negotiate in good faith with a view to concluding agreements under the guidelines."

The statement adds that, in the case of an agreement providing for a pay increase above the guidelines, "the parties may submit their agreement to the board. The board will respond within 30 days."

This policy, on the surface, may seem to the uninitiated to be fairly simple and straightforward. In practice, however, it is causing a great deal of confusion — so much so that the effect is to stifle collective bargaining and in some cases to prolong disputes that might otherwise be settled.

The Toronto teachers' strike is a good example. The teachers agreed to accept settlement terms proposed by a government-appointed fact finder, Stanley Hartt. The school boards, however, refused to negotiate until they got a ruling from the anti-inflation board on the application of the federal guidelines to teachers.

If the anti-inflation board had been consistent, it would have told the school boards to settle first and get a ruling afterward. That is the procedure outlined in its policy statement, issued November 7. Instead, it injected itself into the teachers' dispute before a settlement was reached.

This raises the question of how genuine bargaining can be conducted if the anti-inflation board is to decide beforehand the size of wage increase to which a group of employees is entitled. The answer is that there can be no real bargaining under such conditions. The board, in effect, is imposing a form of compulsory arbitration....

Hartt recently served as a conciliator in a dispute between the CBC and one of the broadcast unions. His report contained some biting criticism of the anti-inflation legislation which he described as "so unrealistic that one is led to believe that no professional in labour relations had a hand in its preparation."

He pointed out that bargaining is a "give-and-take" procedure dealing with various combinations of proposals and trade-offs between monetary and non-monetary terms. How, he asked, can the parties deal with this trade-off intelligently amid the uncertainty created by the guidelines, before knowing what compensation package will be permitted by the anti-inflation board?

"I have determined to write this report as if the guidelines did not exist," Hartt concluded. "This is not an attempt to flout the guidelines, but is rather my understanding of how the government expects its own program to work."

The program obviously cannot work on this basis. As long as it makes a pretence of not interfering with good-faith bargaining, while in reality making such a process

npossible, its effect will be to cause nd prolong more strikes, and enerally set labour relations in this ountry back 50 years or more.

would be less destructive, and ertainly much less hypocritical, for ne government to admit that "free ollective bargaining" has been uspended for the duration; that here is no longer any useful role or mediators, conciliators and rbitrators; and that levels of ompensation will henceforth be ecided exclusively by the nti-inflation board.

Ed Finn
In The Toronto Star

Opposition to guidelines

The federal government's anti-nflation guidelines are, as just about everyone but their authors have said, flawed, imperfect, clumsy, a diffident half step when strong measures — a temporary freeze on all incomes, all prices to break the nflation pathology — were required. But they are a step. And they do nvite the full efforts of all leaders of he Canadian economy, regardless of difference in constituency, philosophy and goals, to try to shape hem into something workable that night pull the country out of the ness. They invite a guiding principle of co-operation and compromise.

Editorial in *The Globe and Mail*

Union-management tactics in the postal strike

Most of the public probably think he inside postal workers and their eaders took an unrealistic and rrational stance during last fall's 1-day, nation-wide postal strike. Why else did they continue to seek a greater increase than the letter carriers had received, given that he relationship between them was well-defined? How else can we explain their insistence on settling the non-wage issues, first?

Given that the inside postal workers were granted the right to bargain separately from the letter carriers, is it unreasonable to assume that they sought a contract — including a wage package — that would not simply be a carbon copy of the letter carriers' contract? The government gave the inside workers the right to bargain collectively and to take strike action. It would therefore be absurd to argue, as some did, that the postal workers took the right seriously, the system failed, and the privilege should be taken away. Who is irrational?

Wages are the most tangible and visible aspect of most bargaining situations, but other issues — the use of casual labour, the effects of technological change, and security matters — were far more important to the larger post offices in Montreal, Toronto, and Vancouver.

It is difficult enough to maintain solidarity in a large union scattered across the whole country without having to keep members — especially those in the smaller post offices — out over issues that are not pertinent to their particular work situations. Some hope for a higher wage settlement had to be left open for the sake of holding the union together on the picket line. Given the public reaction, it is a credit to the union that it was able to keep up the strike as long as it did.

Once the non-wage issues were settled, why did the union not call a ratification vote after a last-ditch effort to improve the pay package? To have done so too soon after the settlement of the non-wage issues might have made it appear the strike was largely over these non wage issues (which may well have been the case) and largely for the sake of the workers in the country's three largest post offices. This would not have been a good tactic. In short, the union leaders were caught between the proverbial devil and the deep blue sea.

As the strike wore on, it was clear the government was not about to give in, and the union leaders felt they had to get something for *all* the workers or at least make a creditable effort to do so.

A common tactic of management is to try to divide the members from the leaders and to question the support for a strike at various times during a walkout. Postmaster-general Bryce Mackasey called for a rank-and-file vote on whether or not to continue the strike, but could the union leaders really have responded to such a request? If they had, they might have set a precedent for all unions. A union could not possibly call a strike vote every time management suggested its leaders were not supported by the rank and file.

Both sides, it would appear, used logical tactics given their respective positions. This is not to suggest no blunders were made. Joe Davidson, president of the Canadian Union of Postal Workers, who spearheaded the strike, did not make a wise move when he stated bluntly that he cared little if the public got hurt. Also, in retrospect, the union was mistaken if it believed it would get a larger wage settlement than was given the letter carriers. But, the CUPW was given the right to negotiate a separate agreement and was therefore justified in believing its contract could be different from that of the letter carriers.

This leaves the question of whether the strike itself was a logical course of action for the union. Strikes are most effective when taken against an employer whose losses are going to be appreciable

or where a withdrawal of service could not be politically tolerated. Neither of these cases appear to apply to the postal workers. As the postal service is subsidized, the government stood to gain in the short run and the public was beginning to adjust to the situation, albeit at increased cost and inconvenience.

Because strikes take place over more than just wage issues, it is not relevant to argue whether the postal workers lost more, financially, than they gained. The strike seems to have been caused by the frustration of not being able to bargain meaningfully. The Public Service Staff Relations Act prevents federal government employees from negotiating many of the major issues normally falling within the scope of collective bargaining, and the wage settlement was tied to that of the letter carriers.

If the strike highlighted even more strongly than was already known, the need for a more rational system of collective bargaining in the postal service, the strike was politically — if not economically — worth while.

B.L. Kinsley
Ottawa

A call to end industrial conflict

What this country needs more urgently than a five-cent cigar is a breathing spell from industrial conflict. Not so much for the immediate tranquility it would bring, but for the opportunity it might provide labour and management to find some lasting solution to the problem of getting along with each other. Academics and other experts have proffered all sorts of advice in techniques for dealing with disputes, but have offered little on how to avoid conflict. Their efforts have mainly focused on how to contain conflict rather than on how to achieve peace. Nor have management and labour done any better. Both sides continue to see each other in adversary roles; for the most part management's acceptance of unions has been a grudging one; organized labour too often has been more ready to fight than to compromise.

There has been a lack of effective communication between unions and management. Instead, there has been a constant struggle over sharing power and dividing income. It has been a tug of war in which the bystander — society as a whole — has been bruised in the battle of the conflicting parties. It is clear that the need of the day is agreement among labour, management and government on economic goals and on how to apply them to collective bargaining.

That objective will be achieved only if labour and management are willing to abandon traditional approaches to collective bargaining in which each company and union local operates as a sovereign power.

Perhaps it is too much to hope that the trauma created by the federal government's wage-price control program will cause unions and management in Canada to re-evaluate their relationship.

Canada needs industrial peace because the ripples of conflict spread far in our inter-dependent society. Unfortunately, there is no sign that management and labour are prepared to overhaul their relationship.

Wilfred List
In *The Globe and Mail*

Muir clarifies teachers' collective bargaining position in P.E.I.

The October 1975 *Labour Gazette* report on the 1975 Canadian Industrial Relations Research Institute conference referred to a paper I presented, comparing the legislative position of teachers and their right to strike in the various provinces between 1967 (when I conducted a detailed study of Canadian teachers and collective bargaining activities on behalf of a task force) and 1975.

As part of my presentation, I reported the following situation: teachers had the statutory right to strike in Alberta, Quebec, Nova Scotia, and Newfoundland; statutory access to binding arbitration in British Columbia, Manitoba, and Prince Edward Island; and statutory right to strike or binding arbitration in Saskatchewan, New Brunswick, and Ontario.

Unfortunately, *The Labour Gazette* did not distinguish between the 1967 and the current situation in Prince Edward Island. Mr. Campbell's letter in the January 1976 **FORUM** correctly pointed out that the October *Labour Gazette*'s reference to the current bargaining situation for teachers in P.E.I. was incomplete and misleading. The P.E.I. teachers *did* obtain access to binding arbitration in regulations introduced in 1972.

There are two features, however, which make the arbitration system in P.E.I. different from that used in some of the other provinces. First, it is not a "required" step in the procedure but it is to be used after conciliation, should either party request arbitration or if the minister appoints an arbitrator. There is no other alternative provided and the statute is silent concerning the "right to strike."

The second feature is that the

regulations specify the criteria to be used by the arbitration board in rendering its decision. The salary award must be based upon a comparison of salary and benefits of teachers in the other Atlantic provinces; relationship of teachers' salary to other professional and non-professional salaries; teacher shortages; relationship between pay and professional qualifications; and other factors deemed relevant by the board.

Such an approach is an attempt by legislators to limit the scope of the arbitration board and to assist the parties in their preparation for an arbitration hearing. This same approach had earlier been adopted for public safety disputes (police and firefighters) in Michigan, Wisconsin, and Rhode Island as well as in the Canadian federal public sector disputes.

Thus, the "fair comparison" approach used by P.E.I. is not new but has been successfully applied in several jurisdictions for almost a decade. It ensures some degree of predictability and consistency from arbitrators and the parties are able to predict with some degree of certainty, the type of award which will be rendered.

I might also add, that it provides an easier access for appeal to the courts, should the arbitrator exceed his jurisdiction by going outside the "fair comparison" criteria. In the case of P.E.I. teachers, it is difficult to say just how successful this approach has been, since it has not as yet been used, to my knowledge.

J. Douglas Muir
Industrial Relations Co-ordinator
Faculty of Businesss Administration and Commerce
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See page 144 for a more detailed discussion of "fair comparison" criteria bargaining in P.E.I.

Labour's opposition to guidelines may weaken

Organized labour's fight against the government's anti-inflation program poses one of the great question marks hanging over Canadian affairs for the immediate future.

Some observers with a good knowledge of the labour scene believe the fight will simply peter out as union members find it unrewarding to strike for higher raises than the government will permit. That is the apparent view of the Anti-Inflation Board and it is shared by some people with much better labour contacts than Jean-Luc Pepin.

This relatively optimistic view is not, however, universal among those in a position to assess the situation likely to develop in the coming months... In past situations of confrontation, the Trudeau regime has not shown many signs of weakness.

The problem, however, goes beyond logic. It is not, if you like, logical for labour's leaders to condemn so bitterly a program that is intended to prevent the erosion of wages through more and more rapidly rising prices. It is not logical — but it does demonstrate how deep the element of distrust has become in our society. The social costs of inflation are as bad as the economic ones...

Wage controls limit the possibility of negotiation. To take the steel industry as an example it is possible that negotiations might lead to a tentative agreement at 17 or 18 per cent. The Anti-Inflation Board would have to rule this out. A strike might at that point be continued or renewed. It then becomes necessary to think in terms of what could be described as a second-stage strike, one conducted not against an employer but against the official policies of the state.

It sounds cynical, but it is true that the country will tolerate a strike by teachers longer than it will work stoppages in vital industries. Before long, if the steel mills or the railways are shut down, the economic cost begins to be felt throughout the economy. Predictably the country will react more forcefully to that than to the social costs of interrupted education...

If legislated settlements work, the problem will not be too severe. That has become the conventional way of ending labour disputes in the railway industry. It would be a radical change in other basic industries but not an impossible one. It is not, however, clear whether such settlements would in fact be accepted.

In the past, the railway unions have always taken the position that they must obey the law and their members have always gone back to work after a legislated settlement. But in those cases the dispute has been with an employer. The point of uncertainty now comes from the fact that the basic dispute is going to be between unions and the government. It may simply lead to bitterness. It may go beyond that. Either is a serious prospect and that is why governments embarking on radical policy changes should prepare the way for them.

W.A. Wilson in *The Journal*, Ottawa.

Books

Contemporary Issues in Canadian Personnel Administration

Harish C. Jain, ed.
Prentice-Hall, Scarborough, Ontario, 1974, 376 pp.

Harish C. Jain, chairman of the personnel and industrial relations department of McMaster University, has selected 48 readings to provide a useful Canadian supplement to text books on personnel administration. While it is a Canadian book, edited by a Canadian, all of the readings are not about Canadian situations. The author contends that they are nevertheless all useful for Canadian students because of a distinction he makes between process, or "the means of carrying out a task," and "structural" characteristics that make one process more important than another. "It is in the area of structural conditions or environment in which the personnel management process takes place that it is important to emphasize 'Canadian content'," Jain writes. He did this well in selecting his readings, and the work definitely has a Canadian application absent from similar books of readings in this area.

The readings relate to a broad spectrum of personnel concerns including job analysis and manpower planning, recruitment and selection, motivation, job enlargement and performance, training and development, compensation, performance appraisal, and industrial relations issues. The contributors are mostly Canadian and U.S. academics but also include some public servants. Jain has also borrowed excerpts from public task forces and commissions, but he makes little use of the writings of union officials or managers. Regrettably, few of his contributors are identified by function or title.

One of the most interesting of the readings is the author's own general introduction, and particularly his discussion of the impact on personnel administration of aspects of the Canadian economic context. Included is foreign ownership and control of Canadian industry, the large number of small firms, demographic factors, and the suggestion that the need for managers far exceeds the supply. This last contention is the subject of one of several contributions to the book, by D.J. Daly, who concludes from a survey he made of managerial staffing practices in Canadian manufacturing that "manpower planning and forecasting beyond one year are still an exception rather than a rule."

No book of readings can cover every possible topic in its field, and some critics have criticized Jain for not dealing more adequately with geography, climate and government among structural characteristics, and with personnel information systems and personnel health programs, among process factors. Nevertheless, this collection will be welcomed on many Canadian campuses, by both teachers and students of personnel management.

— Roy Laberge

Roy Laberge teaches social science at Algonquin College, Ottawa. Formerly a journalist and editor of Canadian Labour, *he is a frequent contributor of articles and book reviews to* The Labour Gazette.

Canadian Labour and Industrial Relations: ***Public and Private Sectors***

H.C. Jain, ed.
McGraw-Hill Ryerson, Toronto, 1975, 328 pp.

It is difficult to review an edited collection of some 36 articles that are intended to form a general introduction to Canadian industrial relations. Certainly a Canadian publication on such an important topic is most welcome, for Canadians know far too little about themselves except through our "mirror-image" provided most inaccurately by Americans.

One of the key themes discussed in the work is that unionization of Canadian labour, reaching only one third of the work force, has much potential for growth. This is particularly so in the white-collar and service industries — both public and private sectors. Indeed, W. Donald Wood notes: "The rapidly expanding field of white-collar employment today forms the major new frontier for trade unionism in Canada" (p. 273). While this newness has been noted by Shirley B. Goldenberg (p. 291) and others, it is somewhat disappointing that a more detailed discussion of the question "Is there a new working class?" is not raised. Here perhaps some of the French sociologist Touraine's writings might have been of interest.

Despite the growth of the labour movement, the theme of labour fragmentation is also noted (Arthur M. Kruger, p. 27). Various

explanations are offered and they include provincial jurisdictions, regional economics and linguistic fragmentation. Kruger thus critically concludes that our small segmented unions are too parochial (p. 194) when compared to American unions.

The controversial question of international unions versus Canadian unions is sufficiently discussed, although inclusion of an article by Irving Abella, author of *Nationalism, Communism and Canadian Labour,* might have been useful. It is noted that 56 per cent of all Canadian unionists belong to international unions with headquarters in the U.S. While such frequently cited benefits of international unionism as organizational size, research expertise and wage parity are discussed, a number of problems are also raised.

Perhaps the most relevant in Canadian-American relations is whether American unions support Canadian union's aspirations to develop Canadian secondary industry . John H.G. Crispo suggests a conclusion when he notes: "While the Steelworkers have consistently defended imports of Canadian iron ore and base metals, they have not done so with respect to imports of finished steel products" (p. 50).

The Gomperist emphasis on primarily seeking economic benefits before political gain, seems to pervade most of the book. Thus, there is a classical liberal emphasis on unions performing only a specialized and narrow economic role rather than on multi-functional tasks that marked the early unions in Britain. Kruger can thus suggest: "Collective bargaining, in my opinion, cannot and should not push too far in the direction of attempting to cope with these kinds of problems... Society is beginning to remove from collective bargaining the responsibility for these things. Medicare will replace union-bargained health plans. A better pension system at the federal level will diminish the demands and the emphasis on pension bargaining at the local level" (p. 196). Unions are to become simply organizations for pursuing increased wage demands rather than forums for democratic self-management of social tasks and industry.

The important political linkage between the CLC and the CCF-NDP is, therefore, inadequately discussed. This is so, despite a number of authors noting the progressive aspect of Saskatchewan CCF labour relations legislation (Goldenberg, p. 281). Surprisingly, they fail to analyze the cause for this legislation — the presence of a socialist "Canadian Labour Party."

Interestingly, some authors, echoing Alvin Toffler's *Future Shock,* perceive that technological change is a growing feature of industrial relations, and some such as H.J. Clawson, assert that "We are inexorably driven in the direction of a revolutionary change in our methods of collective bargaining... The area of permissible strike activity will be drastically reduced within the next 10 years..." (p. 257).

Like most edited works, this book suffers at times from a lack of continuity. Longer and more extensive introductions to each section would have been helpful, as would the lengthening of some articles.

Despite Jamieson's comments that "industrial conflict can take many forms, convert (sic) as well as overt, such as: anxiety, tension; frustration and apathy; absenteeism, tardiness and so on. Strikes and lockouts represent only overt manifestations of conflict..." (pp. 94-95), one notes that the book heavily emphasizes conflict, power relations (Jonathan S. Monat, p. 131), and strikes. Perhaps this is indicative of our violent society in which, as French sociologist Durkheim once noted, egoism seems insufficiently restrained. However, greater focus upon co-operation, communication patterns and job alienation would have provided a more balanced book.

In assuming certain key similarities in American and Canadian industrial relations, an unduly heavy emphasis is placed on American articles. Such an emphasis unjustifiably blurs the significant differences between our two industrial systems — the overwhelming presence of foreign capital and foreign multinational enterprises in Canada. To what degree does such a foreign control increase Canadian worker powerlessness? In this aspect, more European authors might have been useful.

A criticism that is less specific to this book is the lack of social science data on Canadian affairs. With the exception of Jain's articles, most of the Canadian papers seem to be based primarily — if at all — on global statistics. Little or no use is made of Canadian survey questionnaires, simulations, elite interviews, or personality profiles.

The final criticism is that, except for Ed Finn's fine article, inadequate attention is devoted to alternate modes of labour-management relations. An entire concluding chapter raising questions about team decision-making, labour participation in management, co-determination and workers' self-management ought to have been offered as a provocative conclusion to an otherwise useful book.

— Alan Whitehorn

Alan Whitehorn is a research associate at the Institute of Canadian Studies, Carleton University, Ottawa.

Fifty Years Ago

Industrial and general safety among workers and the public was considered a matter of prime importance 50 years ago, and the annual report of the Canadian National Safety League, reviewed in the March 1926 *Labour Gazette*, described the accomplishments of this organization.

The Dominion Government granted the League $10,000 towards promoting its work — in the previous year it had distributed 125,000 bulletins about aquatic, traffic, industrial, public and home hazards, 19,000 special bulletins, 14,000 hunters' bulletins, and about 20,000 safety calendars all over Canada. Sir John Gibson, president of the League, wrote a special letter to Prime Minister Mackenzie King (the first editor of **The Labour Gazette**) about some 30,000 imported rifles that could be accidentally discharged in several ways without touching the trigger. With the assistance of the Minister of Labour, the Customs Department, the N.W.M.P. and the Department of Militia and Defence, a departmental committee appointed to study the subject, decided that the Customs Department didn't admit dangerous firearms and if there was any doubt about them the matter was referred to a committee of experts.

The Ontario Safety League gave out a great deal of literature the previous year — more than a million pieces to school children, motorists, streetcar drivers, manufacturers, and others — on the prevention of accidents. Motion pictures, lantern slides, publications and safety tables were sent all over the province to schools, summer camps, boards of trade, industrial workers and the general public, and safety bulletins were distributed in more than 600 cities, towns and villages throughout the province; safety signs were put up in railway stations, streetcars, garages and public places. As a result of all these activities, there was a reduction in the number of general fatal accidents over the previous year. Drowning was the cause of the largest number of fatalities — followed by automobiles, falls, and railroads.

The Quebec Safety League, too, carried on accident prevention work, including a safety campaign among the public, in schools, and in industry, which resulted in a singular decrease in accidents from all causes.

The National League gave financial assistance to the Maritime Safety League, operating in New Brunswick, Nova Scotia and Prince Edward Island, until the group became self-supporting. The Manitoba Safety League, organized in 1920, was still in the preliminary stages of reorganization and with financial assistance from the National body, hoped to expand its activities.

Fifty years ago **the Hudson's Bay Company** owned about 3,000,000 acres of land which had never been settled, and under a proposed scheme it was decided that the company's newly-organized "Hudson's Bay Company Overseas Settlement Limited," an **emigration agency** in Europe, would be available to people who wanted to settle on lands not owned by the company. It had been restricting its operations to the placement of people who were coming to definite jobs in this country — the new organization was to be used by persons who, having already settled in this country, wanted to bring out their friends still in Europe. The company took a really "paternal" interest in the newcomers. They received the best advice on settlement and the purchase of land, and on arrival they were met by company representatives who kept in touch with them until they were settled happily and contentedly in their new homes.

Snow was so deep in some parts of Halifax, N.S., in February 1926 that City Council revived a former custom of employing **convict labour** to clear the streets. At one time, the use of prison labour for public services was common, but because of strong public opinion against it, it had been discontinued.

— Kathleen E. Whitehurst

PRICES & EMPLOYMENT

Consumer, January

The Consumer Price Index for Canada (1971 = 100) advanced 0.6 per cent to 145.1 in January — an increase of 9.6 per cent from January 1975. The latest increase was mainly because of higher prices for shelter and domestic utilities, and the raising of the Ontario sales tax to 7 per cent from the 5 per cent level introduced temporarily last April.

The food index declined 0.2 per cent and the index for all-items excluding food, increased 0.8 per cent. The latest decrease in the food index was partly because of lower prices for beef, which declined 2.3 per cent, on average, and a 2.9 per cent decrease in poultry prices. There was a downward movement also in the prices of dairy products, and all items containing fats and oils. Pork prices rose 0.9 per cent and there was an increase of 0.6 per cent for food consumed away from home.

Higher shelter costs for owned and rented accommodation and for household operation were chiefly responsible for the 0.8 per cent advance in the all-items index, excluding food. Increased domestic gas rates in some Ontario cities, higher electricity rates in numerous other locations and higher telephone charges in central Canada, had an important impact on the increase in the all-items index. The transportation component also advanced, mainly because of the reimposition of the 7 per cent sales tax on new automobiles, and seasonally higher train fares. These increases were only partially offset by a seasonal decrease in the clothing component particularly men's and women's outwear.

In terms of goods and services, the price level of goods, inclusive of food, rose 0.3 per cent, and that for services, 1.1 per cent.

Seasonally adjusted, the all-items CPI advanced 0.6 per cent between December and January — a 0.4 per cent decline in the food index and a 0.9 per cent rise for all-items excluding food.

Consumer price indexes advanced in all regional cities between December and January, with movements ranging from 0.1 per cent in Québec and Montreal to 1.3 per cent in Thunder Bay. The food index declined slightly at the national level, but increases were registered in nine cities, and only five recorded decreases.

The percentage increases listed in the 14 regional cities were: 0.1 in Québec and Montreal; 0.2 in Saint John; 0.3 in Winnipeg; 0.4 in St. John's, Halifax, and Saskatoon; 0.6 in Regina, Edmonton, Calgary, and Vancouver; 1.0 in Toronto; and 1.3 in Thunder Bay. The percentage increase from January 1975 to January 1976 was: 10.3 in St. John's; 10.9 in Halifax; 9.9 in Saint John; 8.4 in Québec; 9.1 in Montreal; 9.9 in Ottawa; 9.4 in Toronto; 11.0 in Thunder Bay; 11.5 in Winnipeg; 10.3 in Saskatoon and Regina; 9.8 in Edmonton; 10.6 in Calgary; and 9.0 in Vancouver.

Employment, January

Statistics Canada, during the past three years, has been undertaking a major revision of the Labour Force Survey — the household survey that is the source of the employment and unemployment estimates used in this article. The revised survey has now been introduced and the data contained in this article are based on the new survey.

The seasonally adjusted employment level in January was 9,563,000, an increase of 83,000 from December, Statistics Canada reported. The largest increase in employment was among women — for those aged 15 to 24 it increased by 66,000, and for women 25 and over, by 21,000. There was an increase in employment among men of 4,000 for those 15 to 24, and a decrease of 8,000 for those 25 and over.

On a provincial basis, seasonally adjusted, employment increased in Prince Edward Island by 2,000; in Nova Scotia by 3,000; in Québec by 36,000; in Ontario by 45,000; and in Alberta by 15,000. Declines in employment were recorded in Newfoundland — 2,000; in New Brunswick — 3,000; and in British Columbia — 21,000. There was little or no change in Manitoba or Saskatchewan.

The seasonally adjusted unemployment rate for Canada was 6.6 per cent (681,000) in January, a decline of 0.4 per cent (32,000) from December. The rate for women 15 to 24 declined by 1.9 per cent to 10.5 per cent; for women 25 and over, by 1.0 per cent to 5.7 per cent. For men 15 to 24, the rate increased by 0.9 per cent to 13.4 per cent, but decreased by 0.2 per cent to 3.9 per cent for men 25 and over.

By province, the seasonally adjusted unemployment rate decreased in Newfoundland by 2.3 per cent (5,000); in Québec by 0.6 per cent (17,000); and in Ontario by 0.9 per cent (33,000). It increased in Nova Scotia by 0.2 per cent (1,000); in New Brunswick by 2.2 per cent (6,000); in Manitoba by 0.2 per cent (1,000); in Saskatchewan by 0.5 per cent (2,000); in Alberta by 0.7 per cent (6,000); and in British Columbia by 0.6 per cent (5,000).

Additions to the Library

LIST No. 322

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly — if there is no local library — by writing to The Chief Librarian, Labour Canada, Ottawa, Ontario, K1A 0J2, indicating the publication numeral and the month that the list was published in *The Labour Gazette*.

BIOGRAPHIES — DOUGLAS, THOMAS CLEMENT

1. Shackleton, Doris French. Tommy Douglas. Toronto, McClelland and Stewart, 1975. 333p.

BUSINESS

2. Ross, Alexander. The risk takers; the dreamers who build a business from an idea. Toronto, Maclean-Hunter, 1975. 177p.

COLLECTIVE AGREEMENTS

3. Kelly, Laurence Alexander. Contract rejections, results of a survey. Kingston, Ont., Industrial Relations Centre, Queen's University, 1975. 10p.

CORPORATIONS, INTERNATIONAL

4. Global companies; the political economy of world business. Englewood Cliffs, N.J., Prentice-Hall, 1975. 179p.

COST OF LIVING ADJUSTMENT

5. Friedman, Milton. Monetary correction: a proposal for escalator clauses to reduce the costs of ending inflation. London, Institute of Economic Affairs, 1974. 55p.

DISCRIMINATION IN EMPLOYMENT

6. Brown, Harold A. Employment progress and job satisfaction of minority MBA graduates, by Harold A. Brown and David L. Ford. West Lafayette, Ind., Purdue University, Institute for Research in the Behavioral, Economic, and Management Sciences, 1975. 33, 9p.

ECONOMIC CONDITIONS

7. Drohan, Neville Thomas. Australian economic framework, by N.T. Drohan and J.H. Day. 4th ed. North Melbourne, Cassell Australia, 1975. 463p.

8. Handlin, Oscar. The wealth of the American people; a history of American affluence, by Oscar and Mary F. Handlin. New York, McGraw-Hill, 1975. 266p.

EMPLOYEES' BENEFIT PLANS

9. Ontario. Task Force on Employee Benefits under Part X of the Employment Standards Act. Report of the Task Force on Employee Benefits under Part X of the Employment Standards Act. Formerly the Task Force on Section 4(1)(g) of the Ontario Human Rights Code. Toronto, Ontario Ministry of Labour, 1975. 169p.

EMPLOYMENT FORECASTING

10. Problems in manpower forecasting. Edited by J. Stuart Wabe, in collaboration with Derek L. Bosworth, and others, for the Engineering Industry Training Board. Farnborough, Eng., Saxon House; Lexington, Mass., Lexington Books, 1974. 287p.

FREE TRADE AND PROTECTION

11. Lyon, Peyton Vaughan. Canada-United States free trade and Canadian independence. Ottawa, Economic Council of Canada, 1975. 42p.

HOURS OF LABOUR

12. Fleuter, Douglas L. The workweek revolution: a guide to the changing workweek. Reading, Mass., Addison-Wesley, 1975. 167p.

13. U.S. Bureau of Labor Statistics. The revised workweek: results of a pilot study of 16 firms. Washington, G.P.O., 1975. 31p.

INDUSTRIAL DISPUTES — HISTORY

14. Stunden, Nancy. The Stratford strikes of 1933. Ottawa, The Author, 1975. 108p.

INDUSTRIAL HEALTH

15. Canada. Treasury Board. Personnel Policy Branch. Occupational health and safety;

olicies, standards and guides, ublic Service of Canada. 1st ed. ygiène et sécurité profession- elles; politiques, normes et guides, onction publique du Canada. ère éd. Ottawa, Information anada, 1975. 228, 236p.

NDUSTRIAL PSYCHOLOGY

6. **This, Leslie E.** A guide to ffective management: practical pplications from behavioral cience. Reading, Mass., ddison-Wesley Pub. Co., 1974. 82p.

NDUSTRIAL RELATIONS

7. **Barrier, Christiane.** Le combat uvrier dans une entreprise de ointe. Paris, Éditions Ouvrières, 975. 198p.

8. **Chaison, Gary N.** Readings in anadian industrial relations, dited by Gary N. Chaison and oseph B. Rose. Rev. ed. redericton, School of Administra- on, University of New Brunswick, 975. 283p.

9. **Goldenberg, Shirley B.** Industrial elations in Quebec, past and resent. Kingston, Ont., Industrial elations Centre, Queen's niversity, 1975. 22p.

NFLATION

0. **Canada. Department of Finance.** ttack on inflation: a program of ational action; policy statement abled in the House of Commons y the Hon. Donald S. Macdonald, inister of Finance, October 14, 975. Ottawa, 1975. 25, 27p. itre en français: Offensive contre inflation, un engagement national.

1. **Canada. Department of Finance.** ighlights of the Government of anada's anti-inflation program, ctober 14, 1975. Ottawa, 1975. 24, 27p. Titre en français: Points saillants du programme anti-inflation du gouvernement canadien.

INSURANCE, HEALTH

22. **U.S. Congress. Senate. Committee on Finance.** Health insurance and the unemployed. Hearing, Ninety-fourth Congress, first session, on S496... March 7, 1975. Washington, G.P.O., 1975. 133p.

JOB SECURITY

23. **Malles, Paul.** Employment insecurity and industrial relations in the Canadian construction industry. Ottawa, Economic Council of Canada, 1975. 106p.

LABOUR COSTS

24. **Hall, Richard J.** British labour costs, 1975-1980, by Richard J. Hall. With a special contribution by Ralph Dellor. London, Staniland Hall Associates Ltd., 1975. 52p.

LABOUR LITERATURE

25. **Industrial Workers of the World.** Songs of the workers; to fan the flames of discontent. 34th ed. Chicago, 1974. 64p.

LABOUR MOBILITY

26. **Canada. Department of Manpower and Immigration.** Internal migration and immigrant settlement, a publication of Department of Manpower and Immigration in collaboration with Ministry of State for Urban Affairs. Ottawa, Information Canada, 1975. 75, 6p.

LABOUR ORGANIZATION

27. **Maire, Edmond.** La CFDT d'aujourd'hui, par Edmond Maire et Jacques Julliard. Paris, Editions du Seuil, 1975. 205, 1p.

LABOUR UNIONS — AUTOMOBILE WORKERS

28. **Friedlander, Peter.** The emergence of a UAW local, 1936-1939; a study in class and culture. Pittsburgh, University of Pittsburgh Press, 1975. 155p.

LABOUR UNIONS — CIVIL SERVANTS

29. **Edwards, Kathleen L.** The story of the Civil Service Union. Foreword by Vic Feather. London, Allen & Unwin, 1975. 95p.

MANAGEMENT

30. **Mannari, Hiroshi.** The Japanese business leaders. Tokyo, University of Tokyo Press, 1974. 291p.

MIGRANT LABOUR

31. **Berger, John.** A seventh man; migrant workers in Europe. New York, Viking Press, 1975. 238p.

NOISE

32. **MacKenzie, Susan T.** Noise and office work: employee and employer concerns. Ithaca, N.Y., New York State School of Industrial and Labor Relations, Cornell University, 1975. 47p.

NOVA SCOTIA DEPARTMENT OF LABOUR

33. **Nova Scotia. Department of Labour.** The Nova Scotia Department of Labour. Halifax, 1975. 1 v.

OCCUPATIONS

34. **U.S. Department of Labor. Manpower Administration.** Job title

revisions to eliminate sex-and age-referent language from the Dictionary of occupational titles, third edition. Washington, G.P.O., 1975. 363p.

PENSIONS

35. Canada. Treasury Board. Pensions & Insurance Division. Your superannuation plan; an explanation of the Public Service Superannuation Act. Ottawa, Information Canada, 1975. 59, 59p. Titre en français: Votre régime de pension.

36. U.S. Railroad Retirement Board. Handbook on railroad retirement and unemployment insurance systems. Washington, 1975. 1 v.

PRODUCTIVITY OF LABOUR

37. Conference on Productivity Measurement, Washington, D.C., 1974. Proceedings, productivity measurement conference, Nov. 26, 1974. Washington, U.S. Interstate Commerce Commission, 1975. 179p.

RACE PROBLEMS

38. Great Britain. Home Office. Racial discrimination. London, H.M.S.O., 1975. 31p.

RENT

39. Frankena, Mark W. Alternative models of rent control. London, Ont., University of Western Ontario, Department of Economics, 1975. 20p.

SERVICE INDUSTRIES

40. Sabolo, M. Yves. The service industries, by Yves Sabolo assisted by Jacques Gaude and René Wéry. Geneva, International Labour Office, 1975. 238p.

SOCIAL CONDITIONS

41. Delors, Jacques. Changer; conversations avec Claude Glayman. Paris, Stock, 1975. 342, 1p.

U.S. NATIONAL LABOR RELATIONS BOARD

42. Gross, James Augustine. The making of the National Labor Relations Board; a study in economics, politics, and the law. Albany, N.Y., State University of New York Press, 1974. v. 1, 1933-1937.

WAGE THEORIES

43. Grant, E. Kenneth. The cyclical variation of real wage rates, Part II, by E. Kenneth Grant and D.A.L. Auld. Guelph, The Authors, 1974 or 1975. 48p.

WOMEN — EMPLOYMENT

44. Employers' Council of British Columbia. Female employment in non-traditional areas: some attitudes of managers and working women. Vancouver, 1975. 33, 9p.

45. Great Britain. Department of Employment. Women & work; a statistical survey. London, H.M.S.O., 1974. 70p.

46. Hunt, Audrey. Management attitudes and practices towards women at work: an employment policy survey carried out in 1973 by the Social Survey Division of the Office of Population Censuses and Surveys on behalf of the Department of Employment. London, H.M.S.O., 1975. 221p.

47. U.S. Women's Bureau. Facts on women workers of minority races. Rev. ed. Washington, G.P.O., 1975. 10p.

WORK SATISFACTION

48. Paul, William James. L'enrichissement du travail; résultats obtenus dans une grande entreprise, par W.J. Paul et K.B. Robertson. Traduit de l'anglais par Suzanne Perrin. Préface de Jean Diverrez. Paris, Entreprise Moderne d'Edition, 1974. 119p.

49. Society for Humanistic Management. 2d annual conference Annapolis, Md., 1973. Worker alienation & job motivation in a democratic society, a look at organizations today and tomorrow; proceedings. Washington, Society for Humanistic Management, 1974. 94p.

WORKS COUNCILS

50. Development Council for Collaboration Questions, Sweden. Participation in 35 Swedish companies. Stockholm, 1975. 47p.

labour statistics

Principal Items	Date	Amount	Percentage Change from Previous Month	Percentage Change from Previous Year
TOTAL CIVILIAN LABOUR FORCE*		(in thousands)		
Week ended December 13, 1975		9,923	− 0.5	+ 2.1
Employed	December 1975	9,226	− 1.1	+ 1.2
Agriculture	" "	420	− 8.7	+ 2.7
Non-agriculture	" "	8,806	− 0.7	+ 1.1
Paid workers	" "	8,237	− 0.9	+ 1.4
At work 35 hours or more	" "	7,305	+ 29.1	+ 0.8
At work less than 35 hours	" "	1,571	− 52.0	+ 0.6
Employed but not at work	" "	350	− 13.2	+ 14.0
Unemployed	" "	697	+ 8.9	+ 16.8
Atlantic	" "	93	+ 8.1	+ 5.7
Québec	" "	253	+ 16.1	+ 16.6
Ontario	" "	214	+ 11.5	+ 30.5
Prairies	" "	51	—	+ 4.1
British Columbia	" "	85	− 8.6	+ 7.6
Without work and seeking work	" "	643	+ 7.9	+ 19.3
On temporary layoff up to 30 days	" "	54	+ 22.7	− 6.9
INDUSTRIAL EMPLOYMENT (1961 = 100)†	September 1975	143.3	− 0.4	− 2.0
Manufacturing employment (1961 = 100)†	" "	126.6	− 0.9	− 7.4
IMMIGRATION	First 9 months 1975	149,457	—	—
Destined to the labour force	" " " "	64,877	—	—
STRIKES AND LOCKOUTS				
Strikes and lockouts	November 1975	213	− 26.3	+ 4.9
No. of workers involved	" "	94,190	− 18.8	+ 21.6
Duration in man days	" "	1,483,430	+ 14.1	+ 208.0
EARNINGS AND INCOME				
Average weekly earnings (ind. comp.)†	September 1975	207.94	+ 0.8	+ 12.8
Average hourly earnings (mfg.)†	" "	5.14	+ 1.2	+ 13.2
Average weekly hours paid (mfg.)†	" "	38.9	+ 0.3	− 1.0
Consumer price index (1971 = 100)††	December 1975	144.3	+ 0.5	+ 9.5
Index numbers of weekly wages in 1961 dollars (1961 = 100)‡	September 1975	141.1	− 1.8	− 1.8
Total labour income (millions of dollars)†	November 1975			
INDUSTRIAL PRODUCTION†				
Total (average 1971 = 100)††	November 1975	113.2	+ 1.7	− 3.0
Manufacturing	" "	112.6	+ 1.5	− 3.3
Durables	" "	116.2	+ 1.0	− 4.0
Non-durables	" "	109.1	+ 2.2	− 2.5
NEW RESIDENTIAL CONSTRUCTION**				
Starts	November 1975	18,935	—	+ 65
Completions	" "	19,052	—	+ 3
Under construction	" "	143,038	—	− 1

*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.
†Advance data.
‡Preliminary.
**Centres of 10,000 population or more.
††Effective with the index for August 1975, the Consumer Price Index and the Industrial Production for October 1975 have been converted from 1961 = 100 to 1971 = 100 time reference base.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Labour Data Branch of the Canada Department o Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1970-75

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts in Existence During Month or Year: Strikes and Lockouts	Workers Involved	Duration in Man-Days: Man-Days	Per Cent o Estimate Workin Time
1970	503	542	261,706	6,539,560	0.3
1971	547	569	239,631	2,866,590	0.1
1972	556	598	706,474	7,753,530	0.4
1973	677	724	348,470	5,776,080	0.3
1974	1,170	1,216	592,220	9,255,120	0.4
1974					
November	95	203	77,474	481,580	0.3
December	31	130	25,478	317,110	0.2
*1975					
January	107	183	44,341	433,110	0.2
February	61	153	37,459	370,830	0.2
March	65	162	46,403	491,230	0.3
April	92	202	45,671	588,220	0.3
May	103	251	107,628	680,950	0.3
June	93	263	62,494	839,410	0.4
July	92	273	115,192	1,299,840	0.6
August	82	274	113,053	1,381,930	0.7
September	56	254	84,856	1,368,880	0.7
October	66	289	115,950	1,424,443	0.7
November	52	213	94,190	1,483,430	0.9

*Preliminary.

STRIKES AND LOCKOUTS, NOVEMBER 1975 BY INDUSTRY (Preliminary)

Industry	In Effect During Month: Number Beginning During Month	Strikes and Lockouts	Workers Involved	Man-Days
Forestry	0	1	79	1,810
Mines	2	10	1,839	28,620
Manufacturing	22	122	39,180	721,380
Construction	2	7	943	16,900
Transpn. & utilities	5	17	21,162	509,580
Trade	9	20	8,724	36,510
Finance	0	1	22	440
Service	10	25	20,571	141,140
Public administration	2	10	1,670	27,050
All industries	52	213	94,190	1,483,430

STRIKES AND LOCKOUTS, NOVEMBER 1975 BY JURISDICTION (Preliminary)

Jurisdiction	In Effect During Month: Number Beginning During Month	Strikes and Lockouts	Workers Involved	Man Day
Newfoundland	4	8	3,031	24,4
Prince Edward Island	0	1	50	1
Nova Scotia	1	3	1,354	26,7
New Brunswick	1	10	2,387	49,1
Quebec	22	78	37,071	359,9
Ontario	14	70	28,052	471,2
Manitoba	2	6	286	4,9
Saskatchewan	3	7	1,144	9,1
Alberta	0	7	808	15,5
British Columbia	3	18	2,017	35,8
Federal	2	5	17,990	486,2
All jurisdictions	52	213	94,190	1,483,4

TRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1975 (Preliminary)

Industry / Employer / Location	Union	Workers Involved	Duration in Man-Days: Nov.	Duration in Man-Days: Accumulated	Starting Date / Termination Date	Major Issues / Result
lines						
ETAL						
Similkameen Mining Co. Ltd., Princeton, B.C.	Steelworkers Loc. 649 (AFL-CIO/CLC)	253	5,420	7,850	Oct. 18	Wages, other contract issues —
American Smelting & Refining, Buchans, Nfld.	Steelworkers Loc. 5457 (AFL-CIO/CLC)	150	150	150	Nov. 13 Nov. 14	Dismissal of probationary employee — Union ordered return of workers —
Cassiar Asbestos Corp., Cassiar, B.C.	Steelworkers Loc. 6536 (AFL-CIO/CLC)	400	3,430	3,430	Nov. 19	Safety of working conditions —
ON-METAL						
Canadian Salt Co., Windsor, Ontario	Auto Workers Loc. 195 and 240 (CLC)	323	5,170	47,160	Apr. 28 Nov. 25	Not reported — Agreement reached —
Aluminum Co. of Canada, St. Lawrence, Nfld.	Fed'n of Metal Trades Unions (CNTU)	400	8,000	48,800	June 9	Not reported —
UARRIES						
Domtar Chemicals Ltd., Beachville, Ontario	Chemical Workers Loc. 9-640 (AFL-CIO/CLC)	135	2,890	5,830	Oct. 1	Wages, other contract issues —
Manufacturing						
OOD AND BEVERAGES						
B.C. Sugar Refinery, Vancouver, B.C.	Retail, Wholesale Employees Loc. 517 (AFL-CIO/CLC)	253	5,060	31,880	June 2	Wages —
Société Coop. avicole régionale St-Damase, St-Damase, Quebec	Féd. du commerce (CSN)	249	4,980	23,410	July 18	Wages, fringe benefits —
Weston Bakeries Ltd., Vancouver, B.C.	Bakery Workers Loc. 468 (AFL-CIO/CLC)	100	2,000	6,900	Aug. 22	Wages —
Park & Tilford, Vancouver, B.C.	Brewery Workers Loc. 300 (CLC)	110	2,200	5,940	Sept. 13	Wages, fringe benefits, other contract issues —
Coopérative Agricole Granby, Granby, Que.	Syndicat des employés de coop. agricole de Granby (CSD)	360	7,200	10,800	Oct. 18 Nov. 17	Wages, fringe benefits, Terminated by mutual agreement —
Cadbury-Schweppes Powell Ltd., Whitby, Ont.	Teamsters Loc. 467 (Ind.)	115	2,300	2,660	Oct. 28	Other contract issues —
Hiram Walker & Sons, Windsor, Ontario	Distillery Workers Loc. 1 (Ind.)	400	800	800	Nov. 3 Nov. 5	Grievances — Return of workers —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1975 (Preliminary) (Cont'd

Industry Employer Location	Union	Workers Involved	Duration in Man-Days Nov.	 Accumulated	Starting Date Termination Date	Major Issues Result
Hiram Walker & Sons, Windsor, Ontario	Distillery Workers Loc. 1 (Ind.)	525	2,630	2,630	Nov. 5 Nov. 12	Use of company time for union business — Workers returned when injunction issued —
Bittner Packers, Toronto, Ontario	Foodworkers (AFL-CIO/CLC)	118	590	590	Nov. 24	Not reported —
LEATHER						
Dependable Shoe Mfg. Co., Montreal, Quebec	Food Workers Loc. L-102 (AFL-CIO/CLC)	136	2,720	18,780	May 15	Not reported —
Rosita Shoes, Montreal, Quebec	CSD	384	7,870	7,870	Nov. 4	Wages —
WOOD						
Canadian Forest Products Hunting-Merrit, B.C.	Woodworkers Loc. 1-217 (AFL-CIO/CLC)	170	3,400	188,530	Sept. 13 1972	Shorter hours, elimination piece work, rates of pay —
FURNITURE AND FIXTURES						
Vilas Furniture Ltd., Cowansville, Quebec	Building and Wood Workers (CNTU)	350	7,000	30,450	July 29	Wages, incentive pay —
PAPER						
Sonoco Products Ltd., Terrebonne, Quebec	Féd. des travailleurs du papier et de la forêt (CSN)	110	2,200	34,210	Sept. 9 1974	Seniority, COLA —
Emballage Domtar Ltée, Montreal, Quebec	Chemical Workers Loc. 314 (AFL-CIO/CLC)	260	5,200	43,160	Apr. 7	COLA clause —
Abitibi Paper Co. (Thunder Bay Mill), Thunder Bay, Ontario	Canadian Paperworkers Loc. 249 and 134 (CLC)	292	6,260	30,260	July 9	Union wants to bargain for all Abitibi mills —
Abitibi Provincial Mill, Thunder Bay, Ontario	Canadian Paperworkers Loc. 239 (CLC)	400	8,570	41,150	July 10	Union wants to bargain for all Abitibi mills —
Abitibi Paper Co. Ltd., (Fort William Div.), Thunder Bay, Ontario	Canadian Paperworkers Loc. 132 (CLC)	252	5,400	25,740	July 11	Union wants to bargain for all Abitibi mills —
Abitibi Pulp & Paper Co., Sault Ste. Marie, Ont.	Canadian Paperworkers Loc. 67 and 133 (CLC)	380	8,140	38,800	July 11	Union wants to bargain for all Abitibi mills —
Abitibi Paper Co. Ltd., Iroquois Falls, Ontario	Canadian Paperworkers Loc. 90 and 109 (CLC)	900	19,290	90,010	July 13	Union wants to bargain for all Abitibi mills —
Abitibi Forest Products Ltd., Sturgeon Falls, Ontario	Canadian Paperworkers Loc. 7135 (CLC)	358	7,670	35,550	July 15	Union wants to bargain for all Abitibi mills —

RIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1975 (Preliminary) (Cont'd)

Industry Employer Location	Union	Workers Involved	Duration in Man-Days Nov.	 Accumulated	Starting Date Termination Date	Major Issues Result
Abitibi Paper Co., Smooth Rock Falls, Ontario	Canadian Paperworkers Loc. 32 (CLC)	330	7,070	32,770	July 15	Wages, fringe benefits —
Abitibi Provincial Paper, Thorold, Ontario	Canadian Paperworkers Loc. 290 (CLC)	700	15,000	68,500	July 17	Wages, fringe benefits —
Prince Albert Pulp Co. Ltd., Prince Albert, Saskatchewan	Canadian Paperworkers Loc. 1120 (CLC)	386	2,480	24,540	Aug. 13 Nov. 10	Severance pay — Return of workers —
Domtar Packaging Ltd., Etobicoke, Ontario	Chemical Workers Loc. 495 (AFL-CIO/CLC)	340	6,800	21,080	Sept. 2	Fringe benefits, other contract issues —
Great Lakes Paper Co. Ltd., Thunder Bay, Ont.	Canadian Paperworkers Union Loc. 39 and 257 (CLC)	1,400	30,000	84,000	Sept. 8	Wages, fringe benefits, other contract issues —
Spruce Falls Power & Paper Co. Ltd., and Kimberley-Clark of Canada Ltd., Kapuskasing, Ontario	Canadian Paperworkers Union Loc. 89 and 256 (CLC) IBEW Loc. 1149 (AFL-CIO/CLC)	1,530	32,790	87,430	Sept. 12	Wages, length of new contract —
Domtar Packaging Ltd., Red Rock, Ontario	Canadian Paperworkers Union Loc. 255 and 528 (CLC)	450	9,640	25,060	Sept. 13	Wages, other contract issues —
The E.B. Eddy Co., Hull, Quebec	Various unions	900	19,290	47,900	Sept. 17	Wages, fringe benefits —
The E.B. Eddy Co., Ottawa, Ontario	Various unions	600	12,860	31,940	Sept. 17	Wages, fringe benefits —
Ontario Paper Co., Thorold, Ontario	Canadian Paperworkers Union Loc. 84 and 101 (CLC) ILA Loc. 1477 (AFL-CIO/CLC) Canadian Operating Engineers Loc. 103 (CCU)	950	20,360	50,560	Sept. 17	Wages —
Domtar Fine Papers Ltd., Cornwall, Ontario	Canadian Paperworkers Union Loc. 212 (CLC)	1,135	24,320	59,580	Sept. 18	Wages, fringe benefits, other contract issues —
Kimberley-Clark of Canada Ltd., St. Catharines, Ontario	Canadian Paperworkers Union Loc. 289 (CLC)	152	3,260	8,100	Sept. 18	Wages —
Beaver Wood Fibre Co., Thorold, Ontario	Canadian Paperworkers Union Loc. 192 (CLC)	192	4,110	10,070	Sept. 18	Wages —
Domtar Fine Papers Ltd., St. Catharines, Ontario	Canadian Paperworkers Loc. 77 (CLC)	256	1,820	4,510	Sept. 18	Wages —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1975 (Preliminary) (Cont'

Industry Employer Location	Union	Workers Involved	Duration in Man-Days Nov.	 Accumulated	Starting Date Termination Date	Major Issues Result
Cie. Gaspesia, Chandler, Quebec	Canadian Paperworkers Union Loc. 455 and 858 (CLC)	525	11,250	25,690	Sept. 23	Wages, fringe benefits —
La Cie Price Ltée, Kenogami, Quebec	Canadian Paperworkers Union Loc. 50 (CLC)	350	7,500	17,000	Sept. 24	Wages, fringe benefits —
Eddy Forest Products Ltd., Espanola, Ontario	Canadian Paperworkers Union Loc. 74 and 156 (CLC)	725	15,540	30,520	Oct. 3	Wages, fringe benefits —
Domtar Pulp Ltd., Lebel-sur-Quevillon, Quebec	Canadian Paperworkers Union Loc. 492 (CLC)	400	8,570	16,860	Oct. 3	Wages, COLA clause —
Continental Can Co., Toronto, Ontario	Canadian Paperworkers Loc. 433 (CLC)	253	5,060	10,120	Oct. 3	Wages —
Consolidated-Bathurst Pulp and Paper, Portage du Fort, Quebec	Canadian Paperworkers Union Loc. 420 (CLC)	350	7,500	14,000	Oct. 6	Wages —
Standard Paper Box, Quebec, Quebec	Fédération des travailleurs du papier et de la forêt (CSN)	175	3,500	6,480	Oct. 8	Suspension of an employee —
Consolidated-Bathurst Ltée, various locations, Quebec	Canadian Paperworkers Union 6 locals (CLC)	3,087	66,150	111,280	Oct. 11	Wages, fringe benefits —
St. Anne Nackawic Pulp & Paper Ltd., Nackawic, N.B.	Canadian Paperworkers Union Loc. 219 (CLC)	364	7,800	12,860	Oct. 12	Wages, fringe benefits —
Cie James Maclaren Ltée, Buckingham, Quebec	Canadian Paperworkers Union Loc. 11 (CLC)	446	9,560	15,910	Oct. 12	Wages, COLA clause —
Consolidated-Bathurst Ltée, New Richmond, Quebec	Canadian Paperworkers Union Loc. 574 and 926 (CLC)	685	14,680	24,430	Oct. 12	Wages, fringe benefits —
Domtar Paper, Dolbeau, Quebec	Canadian Paperworkers Union Loc. 85 and 252 (CLC)	520	11,140	18,570	Oct. 12	Wages, COLA clause —
Quebec North Shore Paper Co., Baie Comeau, Quebec	Canadian Paperworkers Union Loc. 352 and 375 (CLC)	1,214	26,010	42,890	Oct. 12	Wages —
Reed Paper Ltd., Quebec, Quebec	Canadian Paperworkers Union Loc. 137 and 250 (CLC)	1,175	25,180	41,970	Oct. 12	Wages, COLA clause —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1975 (Preliminary) (Cont'd)

Industry Employer Location	Union	Workers Involved	Duration in Man-Days Nov.	 Accumulated	Starting Date Termination Date	Major Issues Result
Ontario-Minnesota Pulp & Paper Co. Ltd., Fort Frances, Ontario	Various Unions	900	19,290	25,380	Oct. 22	Wages, fringe benefits —
Macmillan Rothesay Ltd., Saint John, N.B.	Canadian Paperworkers Loc. 601 (CLC)	500	10,710	13,750	Oct. 23	Wages —
Diamond National of Canada Ltd., Brantford, Ontario	Woodworkers Loc. 2-233 (AFL-CIO/CLC)	111	2,220	2,890	Oct. 24	Wages —
Ontario-Minnesota Pulp & Paper Co. Ltd., Kenora, Ontario	Canadian Paperworkers Loc. 238 (CLC)	121	2,590	3,200	Oct. 24	Wages, fringe benefits, other issues —
Bowaters Mersey Paper Co., Brooklyn, N.S.	Various Unions	504	10,800	11,140	Oct. 31	Wages —
Nova Scotia Forest Industries, Point Tupper, N.S.	Canadian Paperworkers Loc. 972 (CLC)	600	12,860	13,160	Oct. 31	Wages —
Miramichi Timber Resources, Newcastle, N.B.	Canadian Paperworkers Loc. 689 (CLC)	599	11,980	11,980	Nov. 3	Wages —
Kruger Pulp & Paper, Rexdale, Ontario	Canadian Paperworkers Loc. 1646 (CLC)	160	720	720	Nov. 3 Nov. 10	Wages, fringe benefits — Union ordered men to return —
Price (Nfld.) Pulp & Paper, Grand Falls, Nfld.	Various Unions	965	12,200	12,200	Nov. 13	Wages, other contract issues —
Scott Maritimes Pulp Ltd., Abercrombie Point, N.S.	Canadian Paperworkers Loc. 440 (CLC)	250	3,040	3,040	Nov. 14	Wages, fringe benefits —
Labrador Linerboard Ltd., Stephenville & Goose Bay, Nfld.	Canadian Paperworkers Loc. 1093 (CLC)	521	2,610	2,610	Nov. 23	Wages, fringes, jurisdiction —
Bowaters Nfld. Ltd., Corner Brook, Nfld.	Various Unions	938	310	310	Nov. 30	Wages —
PRIMARY METALS						
Quebec Iron & Titanium Corp., Tracy, Quebec	Fed. of Metal Trades Unions (CNTU)	930	18,600	118,110	June 1	Not reported —
Haley Industries Ltd., Haley Station, Ontario	Steelworkers Loc. 4820 (AFL-CIO/CLC)	214	3,210	9,950	Sept. 18 Nov. 24	Wages, fringes, other issues — Terminated by mutual agreement —
METAL FABRICATING						
Quebec Wires, Trois-Rivières, Quebec	Steelworkers Loc. 7092 (AFL-CIO/CLC)	125	2,500	30,270	Dec. 16 1974	Employees locked out, wages for females —
Greening Donald Ltd., Hamilton, Ontario	Steelworkers Loc. 3325 (AFL-CIO/CLC)	160	3,200	20,960	May 26	Wages —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1975 (Preliminary) (Cont'd

Industry Employer Location	Union	Workers Involved	Duration in Man-Days Nov.	 Accumulated	Starting Date Termination Date	Major Issues Result
Vic Metal Corporation, Victoriaville, Quebec	Féd. des synd. des mines, de la métallurgie et des produits chimiques (CSN)	139	700	5,150	Sept. 16 Nov. 10	Wages, fringe benefits — Not reported —
TRANSPORTATION EQUIPMENT						
De Havilland Aircraft of Canada Ltd., Downsview, Ontario	Auto workers Loc. 112 (CLC)	1,691	33,820	115,830	Aug. 22	Wages, COLA clause —
Heatex, LaSalle, Quebec	Féd. des synd. des mines, de la métallurgie et des produits chimiques (CSN)	300	6,000	16,800	Sept. 11	Wages —
ELECTRICAL PRODUCTS						
Gould Manufacturing of Canada Ltd., Fort Erie, Ontario	Steelworkers Loc. 5049 (AFL-CIO/CLC)	120	960	7,080	Aug. 20 Nov. 13	Wages — Not reported —
Sparton of Canada, London, Ontario	National Council of Canada Labour Loc. 212 (Ind.)	110	2,200	2,200	Nov. 3	Not reported —
NON-METALLIC MINERAL PRODUCTS						
Can-Force Products Ltd., Edmonton, Alberta	Iron Workers Loc. 776 (AFL-CIO/CLC)	100	2,000	9,800	July 12	Wages —
Dominion Glass Co. Ltd., Burnaby, B.C.	Glass and Ceramic Workers Loc. 238 (AFL-CIO/CLC)	230	4,930	9,770	Oct. 2	Wages, fringe benefits, other issues —
Dominion Glass Co. Ltd., Montreal, Quebec	Glass & Ceramic Workers Loc. 206 (AFL-CIO/CLC)	925	1,380	1,380	Nov. 17	COLA clause —
Abex Industries, Lindsay, Ontario	Steelworkers Loc. 4927 (AFL-CIO/CLC)	120	160	160	Nov. 27	Wages, fringe benefits —
MISCELLANEOUS MFRG.						
Bulova Watch Co., Toronto , Ontario	Steelworkers (AFL-CIO/CLC)	136	270	1,630	Oct. 20 Nov. 5	Not reported — Not reported —
Construction						
Alta. Construction Labour Relations Ass'n, Edmonton, Alberta	Painters Loc. 1016 (AFL-CIO/CLC)	300	6,000	36,000	June 11	Wages —
Alta. Construction Labour Relations Assoc., Edmonton, Alberta	Asbestos Workers Loc. 110 (AFL-CIO/CLC)	200	4,000	22,800	June 19	Wages, fringe benefits —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1975 (Preliminary) (Cont'd)

Industry / Employer / Location	Union	Workers Involved	Duration in Man-Days: Nov.	Duration in Man-Days: Accumulated	Starting Date / Termination Date	Major Issues / Result
Transportation & Utilities						
TRANSPORTATION						
London Transportation Commission, London, Ontario	Transit Union Loc. 741 (AFL-CIO/CLC)	300	1,930	13,500	Sept. 8 Nov. 10	Wages, fringe benefits — Not reported —
City of Kitchener, Kitchener, Ontario	Railway Transport and General Workers Loc. 304 (CLC)	214	4,590	12,690	Sept. 9	Wages, fringe benefits —
Trucking Ass'n of Que., 38 cos., various locations, Quebec	Teamsters Loc. 931 (Ind.)	2,000	4,000	4,000	Nov. 14 Nov. 17	Wages, working conditions — Return of drivers —
COMMUNICATION						
Telephone du Nord du Québec Inc., Val d'Or, Quebec	Communication Workers Loc. 11 (CLC)	365	7,820	33,360	July 26	Wages —
Gov't of Canada, Post Office, Canada wide	Postal Workers Various locals (CLC)	17,820	483,260	659,830	Oct. 21	Wages, fringe benefits, casual hirings —
Trade						
Les propriétaires de garage de Rimouski, (10 Co.), Rimouski, Que.	Syndicat national des employés de garage de Rimouski Inc. (CSN)	336	1,680	17,810	Aug. 25 Nov. 10	Wages, fringe benefits — Not reported —
Miracle Mart (13 stores), Montreal, Quebec	Retail Clerks Loc. 502 (AFL-CIO/CLC)	1,800	9,000	9,000	Nov. 24	Wages, hours, COLA clause —
Steinberg Ltée, Montreal, Quebec	Retail Clerks Loc. 500 (AFL-CIO/CLC)	6,000	17,500	17,500	Nov. 26	Wages, fringe benefits —
Service						
EDUCATION						
Metro Toronto School Board, Toronto, Ontario	Ont. Secondary School Teachers Federation	8,800	114,400	114,400	Nov. 12	Wages —
Montreal Catholic School Comm., Montreal, Quebec	Alliance des professeurs de Montréal (CEQ)	9,417	9,420	9,240	Nov. 19 Nov. 20	Wages, fringes, other issues — Return of teachers —
Univ. of Toronto (Library), Toronto, Ontario	Public Employees Loc. 1230 (CLC)	400	3,200	3,200	Nov. 19	Wages —
CEGEP Maisonneuve, Montreal, Quebec	National Fed. of Quebec Teachers (CNTU)	250	250	250	Nov. 20 Nov. 21	Wages, fringes, other issues — Return of teachers —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1975 (Preliminary) (Concl'd

Industry Employer Location	Union	Workers Involved	Duration in Man-Days Nov.	 Accumulated	Starting Date Termination Date	Major Issues Result
CEGEP Rosemont, Montreal, Quebec	National Fed. of Quebec Teachers (CNTU)	200	200	200	Nov. 20 Nov. 21	Wages, benefits, other issues — Return of teachers —
Commission scolaire Jérôme le Royer, Pointe-aux-Trembles, Quebec	CEQ (CNTU)	450	450	450	Nov. 26 Nov. 27	Wages, fringe benefits — Return of teachers —
HEALTH & WELFARE						
Flin Flon General Hospital, Flin Flon, Manitoba	Retail Clerks Loc. 832 (AFL-CIO/CLC)	130	2,790	15,060	June 20	Wages, other contract issues —
Regina Pioneer Village Ltd., Regina, Saskatchewan	Public Employees Loc. 1138 (CLC)	100	100	100	Nov. 13 Nov. 14	Replacement of workers who book sick — Return of workers —
Plains Health Centre, Regina, Saskatchewan	Sask. Union of Nurses (Ind.)	170	300	300	Nov. 28	Wages —
Public Administration						
PROVINCIAL						
Sask. Liquor Board, Various locations, Saskatchewan	Sask. Gov't Employees' Ass'n Loc. 6 (Ind.)	323	3,500	10,230	Oct. 3 Nov. 18	Wages, hours, overtime — Agreement reached —
New Brunswick Gov't (Treasury Board), Province wide, N.B.	N.B. Public Employees Ass'n (Ind.)	30	6,020	10,230	Oct. 14	Wages —
LOCAL						
City of Kelowna, Kelowna, B.C.	Public Employees Loc. 338 (CLC)	300	6,000	18,600	Sept. 3	Wages, job evaluation —
City of Montreal, Montreal, Quebec	Fed. of Public Service Empls. (CNTU)	475	6,650	6,650	Nov. 11	Wages —

ANADA DEPARTMENT OF LABOUR PUBLICATIONS

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ustrial Relations Research in Canada (annual). An inventory ıdustrial relations research undertaken by the Department, er government departments, academic institutions and ate individuals. Free. Cat. No. L2-29/1974.

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ikes and Lockouts in Canada (annual). Furnishes a record of kes and lockouts occurring in Canada during a year. ples and related texts show strikes and lockouts by years, areas, by industries, including time lost, number of workers olved, duration, etc. (Bilingual). Price $1.50. t. No. L2-1/1973.

ge Rates, Salaries and Hours of Labour, 1974. This year the nual report containing the results of the October 1 survey of cupational wage rates and standard hours of work in selected ustries appears in 35 separate booklets containing data for ch of 35 major communities across Canada. The information inal; there is no preliminary report. In addition to the tistical measures presented in previous years, the 1974 ort shows the median and 1st and 3rd quartiles. Information l also be shown by size of establishment and union/non-ion for office employees. Various prices. (Bilingual). t. No. L2-5/1974 (Booklet No.).

rking Conditions in Canadian Industry, 1974. (Bilingual). ce $2.50. Cat. No. L2-15/1974.

ghts in employment

omen's Bureau '73. Papers dealing with the role of social rkers and the status of women; organized labour in relation working women; the rights of man and the status of women; uality in pensions for working women; and Quebec's ntribution to the status of women in Canada. (Bilingual). Free.

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omen in the Labour Force. Facts and Figures (1975 edition). 7 tables of statistics on many aspects of women's participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. (Bilingual). Free.

The Law Relating To Working Women. (Bilingual). Free. Cat. No. 238-3274.

Legislative research

Labour Standards in Canada — 1974. An annual publication which sets out standards in all jurisdictions regarding school-leaving age, child employment, minimum wages, hours of work, equal pay, weekly rest-day, annual vacations, general holidays, termination of employment, maternity protection and severance pay. (English or French). Price $1.50. Cat. No. L2-7/1974.

Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Changes in workmen's compensation laws are published yearly and are available free on request). (English or French). Price $1.00. Cat. No. L34-1969.

Legislative Review. This semi-annual publication sets out new provisions enacted in apprenticeship and tradesmen's qualifications, employment standards, human rights, industrial relations, industrial safety and health and workmen's compensation. (Available free on request). (English or French).

Human Rights in Canada — 1975. A comparative summary of human rights legislation in all Canadian jurisdictions — includes related cases, as of December 31, 1974. (English or French). Price $1.75. Information Canada, Cat. No. L34-23/1975.

Occupational safety and health

Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free. Cat. No. L-36/2072.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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